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ABSTRACT

This volume contains two reports whose aim is the improvement of the resource allocation system for public schools in Washington, D.C. The first report is a description of issues to be considered and decisions required for developing a resource allocation plan for equalization of aid. Information dealing with the history of school finance reform, the specifics of the Wright decree, Title I regulations, and some of the options available to the district is provided. The second report provides a description of the strengths and weaknesses of existing data collection and reporting systems, describes a school based reporting system which integrates existing data collection systems, and suggests an action plan to facilitate the development of a school-by-school reporting system tailored to the information needs of the District of Columbia school sytem. The emphasis in this report is on the information necessary for creating an alternative resource plan and the administrative reporting procedures necessary for maintaining such a plan. (Author/EB)

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Creating a Resource Allocation System for the D.C. Public Schools

D.C. Citizens for Better Public Education
95 M Street, S.W., Washington, D.C.

January, 1977

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FOREWORD

In 1973/4, D.C. Citizens for Better Public Education conducted a study of the implementation in the District of Columbia Public Schools of the two Hobson v. Hansen court decisions, in 1967 and 1971. The 1971 decision, known as the Wright Decree, ordered the equalization of teacher salary expenditures in the elementary schools. This study was made in cooperation with the Lawyer's Committee for Civil Rights Under Law and the Syracuse University Research Corporation under a grant from the National Institute of Education. Copies of the report may be obtained by calling the D.C. Citizens office.

There has been a great deal of dissatisfaction with the equalization process, felt by Board members, school administrators, local school personnel and parents. One of the principal conclusions of the study was that many of the problems which the school system had in complying with the decree resulted from the absence of reliable data. There was no school-by-school accounting of allocations or expenditures, no regular continuous monitoring of expenditure patterns. The equalization plan was itself a first step toward a rational plan for allocating money for teachers, supplies, services, etc. to the schools in an equitable manner.

In 1975, D.C. Citizens obtained a grant from the Ford Foundation to apply what was learned in the first study toward helping the school system to develop a more satisfactory plan, whether it be a request to the Court for a different decree or a change in the procedures for carrying out the decree as it is. This second study has been carried out in cooperation with the Lawyer's Committee for Civil Rights Under Law and the Educational Policy Research Institute of the Educational Testing Service.

The attached reports are the result of that effort. Part I is an analysis of the issues which must be considered by the school system in devising a plan. D.C. Citizens is not recommending any specific alternative equalization plan; the report attempts to describe and define the policy and administrative questions which the Board of Education and the administration must answer before a new plan can be decided upon. Part II is a description of current data collection processes in the District of Columbia Schools and suggests procedures for developing a better reporting system.

Two other reports will be published at a later date: an analysis of the legal aspects of decentralized decision making in the equalization process, and a description of current decision making practices in the schools.

The Hobson v. Hansen court decisions resulted in part from the fact that the D.C. Public Schools did not have a rational resource allocation system. It is clear that for the protection of the rights of the students such a system must be developed for all schools, secondary as well as elementary, and that it must be based on a school-by-school accounting system which includes regular public reports. This study is designed to help the school system achieve this goal.

ISSUES CONCERNING THE CONSTRUCTION OF AN EQUALIZATION PLAN FOR THE ALLOCATION OF SCHOOL RESOURCES IN THE DISTRICT OF COLUMBIA

by

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ACKNOWLEDGMENTS

This report represents one part of a joint effort of D. C. Citizens for Better Public Education, the Lawyers' Committee for Civil Rights Under Law and the Education Policy Research Institute to assist the D. C. Public School System in developing alternative approaches to allocating resources equitably among the District schools. Education Policy Research Institute had primary responsibility for delineating the issues to be considered in constructing an equalization plan.

This report could not have been completed without the generous assistance of several individuals. Louise Malone from D. C. Citizens for Better Public Education was central to keeping me focused on the issues and away from irrelevancies. Nancy Harrison and Martha Swaim were helpful in their tireless review of the many drafts of this report. David Long and most especially Michael Gaffney were instrumental in assuring that any proposed changes were within the letter and intent of the law.

No report can be put together without assistance from support staff. I wish especially to thank Gloria Graham who not only was cheerful and cooperative, through the seemingly endless revisions of this document, but who also gave me critical and helpful comments on the content of the report as well.

Finally, I wish to acknowledge the cooperation from administrative staff members of the D. C. Public Schools. Without their full cooperation this project would not have been possible.

Joan C. Baratz
June 1976

TABLE OF CONTENTS

Page

INTRODUCTION..... 1

BACKGROUND..... 3

SCHOOL FINANCE REFORM..... 3

CONSTRUCTING "SPECIFIC, MEASURABLE AND EDUCATIONALLY JUSTIFIABLE" EQUALIZATION PLANS..... 8

What is the Definition of "Equality?".....10
What Resources Should be Equalized?.....12
How are the Critical Elements Defined?.....13
Pupil.....13
Teacher.....14
Expenditure.....14
What Will be the Means of Comparison?.....15
Degree of Variance.....15
Level of Aggregation.....16
How Will Compliance be Maintained.....16
How to Equalize Ahead of Time.....17
Maintaining the Equalized System.....17
What Factors Must be Considered in Creating Alternatives.....18
Available Resources.....18
Size.....18
Legal Obligations.....18
Administrative Structure.....19
Information Retrieval.....20

THE WRIGHT DECREE AND TITLE I.....20

Specifications for Equalization under the Wright Decree and Title I.....20
Concepts of Equality.....20
Resources to be Equalized.....22
Definition of Components.....22

TABLE OF CONTENTS
(Continued)

Page

Pupil..... 22
Staff..... 22
Expenditure..... 23

Means of Comparison..... 24
Reporting and Maintaining Compliance..... 25
Fundamental Differences Between the Wright Decree and Title I.... 26
Implementation of the Wright Decree and Title I..... 27
Concept of Equality..... 27
Resources to be Equalized..... 28
Definition of Components..... 28
Pupil..... 28
Staff..... 28
Expenditure..... 29
Means of Comparison..... 29
Reporting and Maintaining Compliance..... 29

OPTIONS AVAILABLE TO D. C. PUBLIC SCHOOLS..... 30

Change Procedures for Implementation of Both..... 30
The Differences Between the Wright Decree and Title I..... 30
One Procedure for Reducing Disruptions in Complying With Both Plans..... 31

Comply with the Wright Decree or Title I..... 33
Decentralization and School Site Budgeting in Creating an Alternative Equalization Plan..... 35

CONCLUSION..... 37

POSTSCRIPT..... 39

Revised Title I Regulations..... 39

INTRODUCTION

In 1973, D.C. Citizens for Better Public Education (D.C. Citizens) received a grant from the National Institute of Education (NIE) to study the effect of the Hobson v. Hansen decisions[1] on the allocation of resources to the elementary schools in the District of Columbia. The results of that study indicated that following the 1971 court order there was greater equality in the distribution of teaching resources as defined by the decrees. However, there was widespread dissatisfaction with current demands and practices concerning "equal educational opportunity" in the District of Columbia Public Schools. Furthermore, the study found that the administrators in the District of Columbia school system felt that their efforts to provide an equal educational opportunity to all children were made more difficult by the necessity of complying with both the Title I comparability resource allocation requirements[2] and the court ordered distribution scheme. These two distribution schemes require different demonstrations of how funds have been equalized, and school administrators believed that joint compliance, even if numerically possible, was educationally unsound. Finally, the study indicated that present information difficulties within the school system hampered any discussion of change regarding equalization.[3]

In 1975 the Ford Foundation awarded D.C. Citizens a grant to assist the District of Columbia Public School System in developing a method of equalization that would be educationally sound, fiscally possible, and politically and administratively feasible. Working with the Education Policy Research Institute (EPRI) of the Educational Testing Service (ETS) and the Lawyers' Committee for Civil Rights Under Law (Lawyers' Committee), D.C. Citizens conducted the following tasks:

1. A review of existing statutes, rules, regulations, court decisions, contracts, etc., in order to understand current legal constraints and possibilities regarding the role of decentralization in equalization.

2. A description of current decision-making practices in the school system regarding pupil assignment, personnel changes, curriculum implementation, school supplies, and budget preparation.

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[1] Hobson v. Hansen, 269 F.Supp. 401 (DDC 1967), hereafter cited as Hobson I. Also, Hobson v. Hansen, 327 F. Supp. 844 (DDC 1971), hereafter cited as Hobson II, or the Wright Decree.

[2] 20 U.S.C. 241 e(a)(3)(c); 45 CFR 116.26 (1975).

[3] Joan Baratz, A Quest for Equal Educational Opportunity in a Major Urban School District: The Case of Washington, D.C., prepared for the D.C. Citizens for Better Public Education under NIE Grant #NE-G-00-3-0201, 1975.

3. An analysis of the data needs of a school-by-school management information system (including administrative requirements).

4. A description of issues to be considered and the decisions required for developing a resource allocation plan for equalization.

The first task was the primary responsibility of the Lawyers' Committee, the second of D.C. Citizens and the third and fourth of EPRI.[1] This report represents the fourth task. It was not our intent here to suggest a single model for equalization; rather we have prepared this document to serve as a possible guide to some of the critical issues that any equalization resource plan must consider, and to present some, but not all, of the choices that the creators of a new equalization plan must make.

In developing this paper we have operated under the following assumptions:

1. An equalization plan is a method for distributing resources. It consists of three parts: the general rules for distribution (including a definition of equality and a statement of the resources to be distributed); a description of the implementation of the general rules (including precise definitions of each of the resources); and, a description of how the equalized distribution plan is to be maintained during the school year (including a description of compliance and monitoring procedures).

2. Alternative equalization plans can be generated by changing any or all three components of an established distribution plan.

3. An alternative equalization plan for the District of Columbia may be developed in several ways -- by seeking changes in the Wright Decree, by seeking changes in the Title I regulations, by seeking changes in the manner in which the District implements the court order and the regulations.

4. Although the current court order applies only to the elementary level, there is no reason why an alternative plan could not apply to both the elementary and secondary levels.

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[1]Applied Urbanetics, Inc. in cooperation with EPRI and D.C. Citizens prepared the third report, A School-By-School Reporting System For The District of Columbia Public Schools: An Outline For Action, 1976.

5. No sound alternative equalization plan can be developed, implemented and maintained without an information system that can readily and continually supply the data upon which the distribution of resources is based.

6. This document is intended to pose the kinds of questions that must be answered in constructing an alternative equalization plan, and the kind of information that is needed to answer those questions; it does not propose an alternative distribution plan as a substitute for the present one.

7. It is the task of the school administration, in consultation with the school board, to develop an alternative equalization resource plan.

The report is divided into four sections: (1) background; (2) decisions to be made in constructing an equalization plan; (3) specifics of the Wright Decree and the Title I Regulations; and (4) some of the options available to the District.

BACKGROUND

School Finance Reform

The late sixties and early seventies have witnessed a growing interest in school finance reform as a major avenue to the provision of equal educational opportunity. In 1965, Arthur Wise suggested that the manner in which states fund public education might well be unconsitutional since geography and the wealth of the neighborhood in which a child lived conditioned the amount of funds available for his/her education.[1] Districts within a state varied widely in the amount of funds they were able to raise for education, and therefore, the amount of money available to a particular child for education was largely dependent on the wealth of the district in which he lived. Wise reasoned that children who lived in poor neighborhoods were being denied an opportunity for an equal education.

The first interdistrict case which alleged discrimination in school funding was McInnis v. Shapiro.[2] In that case, the plaintiffs alleged

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[1]Arthur E. Wise, "Is Denial of Equal Educational Opportunity Constitutional?" Administrator's Notebook 13, no. 6 (February 1965).

[2]McInnis v. Shapiro 293 F. Supp. 327, 331 (N.D. Ill. 1968), aff'd. per curiam sub. nom., McInnis v. Ogilvie 394 U.S. 322 (1969). See also, Burrus v. Wilkerson, 310 F. Supp. 572 (WD VA 1969), aff'd. per curiam 397 U.S. 74 (1970).

denial of equal protection because school funding was based on capricious and arbitrary classifications of school districts and students rather than on student need. In addition, the plaintiffs charged that state imposed limitations on tax rates discriminated against districts with low property valuations, since districts with high valuations could raise more revenue at the same or lower tax rates. The court was asked to require that the distribution of funds be based on educational need. The court felt that it lacked the expertise to determine if educational needs had been properly defined and met, and the case was dismissed.

In a subsequent successful challenge based on a more measurable constitutional test developed by Coons, Clune and Sugarman, the basic litigation strategy for school finance reform was established.[1] The constitutional test that was developed and used in Serrano v. Priest is known as fiscal neutrality. Fiscal neutrality simply defined requires that "the quality of public education may not be the function of wealth other than the wealth of the state as a whole."[2] Using this strategy, cases were developed in several states and the inequitable funding patterns were declared unconstitutional. In 1973, however, the Texas case, San Antonio v. Rodriguez was appealed to the Supreme Court. In a sharply divided opinion the Supreme Court reversed the district court ruling and declared the Texas funding system constitutional, even if in need of reform.[3] While this decision ended challenges to funding of schools under the 14th amendment of the Federal Constitution, state funding systems have continued to be challenged successfully under state constitutions. In New Jersey the issue of unequal patterns of distributing resources was once again tied to an issue of educational needs.[4] In addition, the trial court on remand in the Serrano case found the California finance system to be a violation of the equal protection clause of the California Constitution.[5]

The issues of much of the litigation and subsequent reform legislation revolve around problems relating to the manner in which funds are

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[1]John E. Coons, William H. Clune, and Steven D. Sugarman, Private Wealth and Public Education Cambridge: Harvard Press, 1970.

[2]Serrano v. Priest, 483 P. 2d 1241, 1244 (Cal. 1971).

[3]Rodriguez v. San Antonio Independent School District, 337 F. Supp. 280 (WD Tex. 1971).

[4]Robinson v. Cahill, 62 N.J. 473, 303 A. 2d 273 (1973). See also Horton v. Meskill, 31 Conn. Sup. 377 332 A. 2d 813 (Hartford County Superior Court, 1974).

[5]Serrano v. Priest, Unreported opinion, C. A. No. 938, 254 (Los Angeles County Superior Court, April 10, 1974).

raised for public education and the way in which state funds are distributed to districts. Policy questions raised in school finance legislation focus on the failure of equalization laws to overcome disparities in educational revenues among districts.[1]

The school finance reform movement has focused on the responsibility of the state to provide an equal educational opportunity to all children regardless of what school district they happen to live in. While much has been done to reduce the disparities in school funding among the school districts of a state (interdistrict disparities), the problems of intradistrict disparities, that is the variation in expenditures among schools within a single district, have been rarely addressed in the school finance reform efforts.

Hobson v. Hansen[2] represents a landmark decision addressing the question of intradistrict disparities in school spending. While the 1967 decision dealt with issues of inequality of school by school spending, its original thrust, since tax rates and property valuations were not involved, was that of racial and socio-economic discrimination in pupil and teacher assignment, as reflected in per pupil expenditures.

In 1966, Julius Hobson, Sr. sued the District of Columbia Public School System, charging it with denying poor and black children an equal educational opportunity. Hobson cited as evidence of discrimination the Board's policies concerning the assignment of personnel, the assignment of children, the use of a tracking system, and the uneven allocation of resources.[3] The court found in favor of the plaintiff and ordered:

1. an injunction against racial and economic discrimination in the public school system;

2. elimination of the track system as it then operated;

3. elimination of optional pupil attendance zones;

4. provision of transportation for students volunteering to be bused from over-crowded schools to under utilized ones;

5. substantial integration of faculties; and,

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[1]"School Finance in the Seventies: The Background for Policy Development," report of the Education Policy Research Institute of the Educational Testing Service under subcontract with The Educational Finance and Governance Center of the Syracuse University Research Corporation, under contract with DHEW, OEC-0-72-5017, 1975.

[2]Hobson I and II.

[3]Hobson I.

6. preparation of a pupil assignment plan to assist in the elimination of racial and economic discrimination in the city schools.[1]

While the judge found that the discrimination of resource allocation to poor black children was in violation of the constitutional requirements of the Fifth Amendment,[2] he did not move directly to correct these fiscal inequalities at that time because it was assumed the other remedies ordered would, when implemented, automatically redress the allocation imbalance.

However, in 1969 when this did not appear to be the case, Hobson returned to court. He charged the school system with continued discrimination against poor and black children and subsequently requested that all regular budget[3] expenditures for elementary schools be equalized within ± 5% of the mean expenditures in all elementary schools.[4]

In 1971, Judge Wright once again ruled against the school system and modified Hobson's original request that total per pupil expenditures in elementary schools be equalized. The judge ordered that per pupil expenditures for teachers' salaries in each elementary school were to be equalized to within ± 5% of the mean of all elementary schools. In addition, the judge made provisions for the following exceptions:

> Schools may deviate more than five percent only with adequate justification...[which] shall include:
>
> 1. Provisions for compensatory education for educationally deprived children,
>
> 2. Special education services for the physically or mentally handicapped or other "exceptional" children,

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[1] Hobson I at 407.

[2] Because the District of Columbia is not a state, the court concluded "that the doctrine of equal educational opportunity - the equal protection clause in its application to public school education - is in its full sweep a component of due process binding on the District under the due process clause of the Fifth Amendment." 269 Fed. Supp. at 493.

[3] The regular budget is a portion of the total D.C. budget based on income derived from local taxes and fees, and the Federal payment. The Federal payment is a general subsidy paid to the D.C. government and can be considered in lieu of property taxes on government property. The regular budget is the source of approximately 80% of the total school budget.

[4] May 19, 1970 filing by Hobson.

3. Deviation that is accounted for solely on the basis of economies and diseconomies of scale.[1]

Finally, the judge invited the school system to return to the court with a resource allocation plan of its own making:

> At some time, the Board and the school administration may adopt specific, measurable and educationally justifiable plans which are not consistent with the present order. At such time, upon a prima facie showing that the plans are reasonably designed in substantial part to overcome the effect of past discrimination on the basis of socio-economic and racial status, the court may modify the present order.[2]

Because of continued difficulties with the implementation of the court order, especially in relation to school district obligations to comply with Title I comparability regulations, the school board has made it clear that it desires the school administration to develop an alternative equalization plan.[3] Chief among the difficulties identified in present equalization efforts are the following:

1. moving of teachers results in considerable disruption;

2. equalizing dollars without regard to the types of services available to particular children does not appear educationally sound;

3. special subject services such as science, foreign language, music, etc., are unevenly distributed and some schools with small enrollments receive no such services;

4. no provisions exist for additional teacher services from the regular budget to educationally deprived pupils;

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[1] Hobson II at 863.

[2] Hobson II at 864.

[3] At the request of the Board, Superintendent Scott developed a document entitled Goal I: Educational Resources Allocation Plan, June 1973, described as a "comprehensive approach to the allocation of the school system's resources." The approach attempted to widen a school's access to educational programs, but it was admittedly not an operational plan. The Board subsequently requested that Superintendent Sizemore develop an alternative plan. Her failure to do so was one of the charges sustained during her dismissal hearings in October 1975.

5. differing resource allocation demands of the court order and of Title I comparability make it cumbersome and educationally questionable to attempt to comply with both requirements at once;

6. information required to effect compliance with both formulas is not readily available.[1]

While some of these difficulties may be the direct product of the court order, others clearly stem from the District's implementation procedures (for example, the school system has not sought exemptions provided in the court order for compensatory education and economies of scale). If the District of Columbia School System wishes to return to court with an alternative equalization plan, it will have to be able to demonstrate the following:

1. the "educationally justifiable," "specific" and "measurable" features of any proposed alternative,

2. the problems resulting directly from the present court order,

3. the manner in which the proposed alternative remedies those problems.

Thus, before returning to court the school system must be able to document the problems with the Wright Decree, demonstrate that the court order is the source of those problems, and finally demonstrate how the proposed alternative solves or alleviates the problems.

CONSTRUCTING "SPECIFIC, MEASURABLE AND EDUCATIONALLY JUSTIFIABLE" EQUALIZATION PLANS

Any alternative would, by the Judge's criteria, involve some standard against which the system is held accountable. How the criteria of a plan are defined and applied are points that must be decided on the basis of value judments, political realities, and technological feasibility.

In short, there is no ideal equalization plan. An alternative plan represents a set of trade-offs and arbitrary decisions that, taken together, will presumably (a) appear a "fair" solution to a broad segment of the community; (b) be workable and not create new problems within the system; and (c) hopefully improve education. An equalization plan is merely a rational plan for the distribution of specific and measurable school resources -- dollars, staff, and programs.

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[1]Baratz, A Quest for Equal Educational Opportunity.

When the school administration and the school board create such a distribution plan they must demonstrate that it meets four criteria mandated by the court:

1. it must be specific,

2. it must be measurable,

3. it must be educationally justifiable, and

4. it must be reasonably designed to overcome past discrimination on the basis of racial and socio-economic status.

To be specific a plan must make a clear statement of what resources are to be distributed. Thus a plan that merely states that equalization will be achieved by meeting each child's individual needs does not meet the court criteria for specificity, nor is it measurable. However, many educational psychologists stress the desirability of meeting individual needs and such a plan would no doubt be considered educationally justifiable. On the other hand, a plan could be proposed that would distribute all elementary teachers so that every school had the same absolute number. While such a plan might be considered specific and measurable, in the District of Columbia schools vary in size of student body. Therefore, such a plan would result in uneven student teacher ratios and wide variations among schools, and would be rejected as educationally unjustifiable. It is, of course, unlikely that such a plan would be suggested.

The literature on educational effectiveness is highly debatable. While various researchers favor particular solutions for educating minority group, inner city children -- e.g., small class size, additional support services, teachers of similar ethnic background, bilingual bicultural education, experienced teachers, integrated classes -- none of this research is definitive. While studies can be found that will support such proposals as educationally sound, other researchers have found such practices insignificant in improving educational performance. However, all such procedures have been designed in part to overcome the effects of past racial and socio-economic discrimination and would no doubt be considered educationally justifiable, even if not always educationally effective. It would be difficult to imagine any plan to give poor black children additional educational services, dollars or materials that would not appear justifiable in the eyes of the court provided the rest of the city's children were not deprived of basic educational services.

Construction of an equalization plan then involves making a series of decisions concerning:

1. What is the definition of "equality?"

2. What resources should be equalized?

3. How are the critical elements defined?

4. What will be the means of comparison?

5. How will compliance be maintained?

6. What factors must be considered in creating alternatives?

This chapter begins by analyzing the basic conceptual question involved in designing an equalization plan -- defining equality, and then proceeds to a detailed explanation of specific factors that must be considered in developing an alternative plan that is specific, measurable and educationally justifiable.

1. What is the Definition of "Equality?"

The first and basic judgment that any alternative plan must deal with is the question of equality. What does equality mean? Equal for whom? To what end? It is clear that different alternatives may represent diverse implementations of the same concept of equality.

There are two basic notions of equality that any plan must choose between:

1. equal treatment for everybody, and

2. different treatment for people with different needs.[1]

In constructing an alternative within the first notion of equality it is necessary to determine what is to be equalized (dollars, teachers, programs, materials, etc), and how it is to be distributed. Fairness here is defined by sharing everything to be divided without regard for any differences among the individuals to whom it is given. Everybody is treated in the same manner.

An example of such a concept of equality is the policy concerning the distribution of free milk to children. In many school systems all children in kindergarten receive free milk regardless of (a) their access to food at home; and (b) their ability to pay.

Some argue that an equalization plan based on the same for all is not equitable since there are great differences among the individuals receiving the goods or services. This argument would say that a fair plan must take

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[1] Some writers refer to this second definition of equality as "equity."

into account these differences. An example of such a notion of equality in school policy is the distribution of additional funds for special education children beyond those of the average pupil. The policy defines fair in terms of need rather than sameness. Such a policy results in different costs to different children for their educational programs.

A plan that decides to treat differences must decide not only which differences shall be taken into account, but also how they shall be defined. For example, some educators might argue that poverty is a factor that must be compensated for in a fair equalization plan. Others might argue that age is important and that more money should be given to young children if a plan is to be considered equitable. Still others might argue that age is important and that more money should be given to young children if a plan is to be considered equitable, Still others might argue that ability to speak English should beconsidered in developing an equalization plan, and additional funds should beallotted as part of the equalization proposal to children who are not fluent speakers of standard English. Once the differences are identified, any equalization plan must define those differences more specifically. For example, a plan may be drawn up that says that children from families in poverty shall receive additional resources. Such a plan must decide on some indicator of poverty -- eligibility for free lunch, family income, or per capita resources. The possibilities are extensive. Similarly, a plan that wishes to take into account age differences must identify the grade levels that might be involved. Again, if the differences of non-English speaking or bilingual children are to be considered a plan must be specified as to how such children will be identified -- test results, self identification, Spanish surname, etc.

Clearly, one would want to know how the children are distributed (how many, where, what grades, etc.), according to the various possible definitions. Once having made a decision as to the definitions of the differences to be considered (presumably with attention to the effect of the definition on who is identified), the plan must next decide on the quantity of additional resources such individuals shall receive (double, one and a third, a sliding scale, etc.). Once again, there are many possibilities. A decision, arbitrary as it would necessarily be, would hopefully consider the effect on the system. For example, if poverty were defined at a level of family income below $4,000 per annum, and it was decided that "poverty" children receive 1.3 times the level of funds that "non-poverty" children receive, what would be the pattern of distribution of resources for each school? Could the system afford to pay this additional sum and still provide adequate service to all children?

2. What Resources Should be Equalized?

Regardless of whether a decision is made to create a plan that treats differences, or considers everyone the same, any alternate plan must decide what specific resources shall be equalized. Should equalization be based on expenditures, services or programs? Whatever measure is chosen, an additional decision must be made regarding which expenditures, which services and which programs. These concepts are rarely discrete and most plans contain some combination of these resources. It is the focus on a particular concept that distinguishes plans.

Of the three concepts, expenditures is the most straightforward. For example, a plan to equalize school resources based solely on expenditures would not consider either the type, the quantity, or the cost of individual resources but would only consider the total amount of funds available to each school. Nonetheless, if one decides to equalize expenditures, a series of questions must still be answered: Shall total expenditures be equalized? Shall only expenditures for personnel be equalized? Shall expenditures for only specific staff be equalized?[1]

A plan based on services, on the other hand, focuses on the type and quantity of the resources to be equalized. A service equalization plan reflects the notion that dollars are not an appropriate indicator of an adequate education since dollars do not guarantee that specific educational services will be delivered. Therefore a service plan at the school level delineates the amount of services -- teachers, teacher aides, counselors, librarians, etc. -- each school will receive.

Program equalization focuses on specific combinations of services. These may generally be defined in terms of curricula offerings. While we have attempted to separate these three concepts for clarity it is obvious that in creating equalization plans, the concepts tend to run together -- dollars buy services, services deliver programs. An equalization plan need not be based solely on expenditures, or services or programs. A plan could be developed that combined features from each of those components. The possibilities are many and therefore creation of an equalization plan must consider the realities of the school system in terms of available resources and the effect on individual schools of choosing a particular resource distribution base for equalization.

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[1]During the Hobson II proceedings the plaintiff requested that all expenditures be equalized. The final order, however, required that only expenditures for teachers in elementary schools be equalized.

3. How are the Critical Elements Defined?

While any alternative plan must define a concept of equality, and indicate on what basis it will equalize, the development of the plan requires additional decisions. There are several issues that are critical to any plan. They include the definition of a pupil, a teacher and expenditures.

Pupil. Since all education involves pupils the definition of a pupil is the cornerstone of any plan. While superficially the definition of a pupil appears trivial and uncomplicated, in fact, the results of any equalization plan may be significantly affected by this decision. The actual amount of resources disbursed to a unit (pupil, class, school, or region) can vary dramatically depending on the definition employed.

First a choice must be made as to whether pupils shall be counted on the basis of membership or attendance. Membership is defined by the number of students enrolled, whereas attendance is defined by the actual presence of enrolled students. In school systems where attendance rates vary across the district, a pupil definition that incorporates attendance will work a hardship on schools with poor attendance records. Research has indicated that absentee rates tend to be higher in poor, inner city neighborhoods. Thus, a definition based on attendance would reduce the resources to schools in these neighborhoods.

Another question is shall the data represent a single point in time or an average? The fact that point in time data does not reflect variations during the school year makes the choice of the data critical in school systems where enrollments or attendance fluctuate seasonally. Since enrollment and attendance in poor areas tends to decline more rapidly during the year than in more affluent neighborhoods, a point in time close to the opening of the school year optimizes resources for poor neighborhoods. These neighborhoods would receive fewer resources if an average measure or a later point in time were used. Regardless of the pros and cons in terms of equity, a point in time definition greatly eases the burden of data collection and might be chosen for this reason.[1]

A decision that must be made is whether "pupil" is to be equated with a simple body count or whether "pupil" will be considered in terms of the amount of time he or she consumes the resource. For example,

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[1]For an extended discussion of choice of data source for pupil counts, see The Silken Purse: Legislative Recommendations for Title I of ESEA, The Planar Corporation, 1973.

many kindergarten children attend school only half day, while other children may be on part-time sessions: Should these part-time children be counted as one pupil each or should they be counted on the basis of full-time equivalents (FTE)? If half day kindergarten students were counted on an FTE basis each child would be counted as a ".5 pupil."

The definition of a pupil may be further refined by the incorporation of features that accomplish specified goals. One device for providing additional resources to specific students is the use of weighting factors for different types of pupils. Thus, a weighting system could count an elementary student as 1.0, an elementary student with low reading scores as 1.2, an elementary student with special problems as 1.4, etc. While the possibilities are vast as to what characteristics might be treated differentially, the decisions as to what weight those differences will carry is also critical.

Other problems endemic to the system can also be dealt with through a variation in the pupil definition. For example, to deal with declining enrollments a system might develop a plan to lessen the impact of the decline by recognizing only half the pupil decline when distributing resources. A school that in 1975 has 500 pupils, but had 600 in 1974, would in this definition of pupil count be considered to have 550 pupils.

Teacher. If the base for equalization is "expenditures for teachers," then both "teacher" and "expenditure" must similarly be clearly defined. What is a teacher? Are we dealing only with certified classroom instructors? Are we to include special instructors such as art teachers? Is a counselor or a psychologist or a teacher aide or a teacher coordinator to be considered a teacher? Are parents who contribute time teachers?

Expenditure. Once a teacher has been defined, salary expenditures must be delineated. If there is more than one fund source, expenditures from which source should be included? Should indirect expenditures such as salary benefits be included in the definition?

An additional factor is the decision concerning annualized versus cumulative expenditures. To compute annualized salary expenditures one must first select a specific time period and determine the teacher services available. Then, assuming the services will be maintained at the same level during the year, compute the annual expenditure for these services. To determine cumulative salary expenditures, one must determine all money paid out for teachers' salaries to a specific date, or over a specific time period.

If annualized expenditures are chosen, the problem of how to treat vacancies arises. Including the salaries for teacher vacancies in the annualized expenditure runs the risk that the teacher may never be assigned or the teacher assigned may be at a lower cost. On the other

hand, if vacancies are excluded from the original computation it would be difficult if not impossible to fill such slots at a later date without disturbing the equalization.

Another important issue concerns whether expenditures for experience (longevity) shall be included in the definition. A decision to exclude longevity payments is based on the belief that teacher experience generally is not a significant index of quality. Research is inconclusive on this matter. However, it indicates that on the whole more affluent neighborhoods and schools tend to have more experienced teachers.[1] Therefore, some argue that regardless of the value of teacher experience, longevity payments should be included in an equalization plan. They reason that since in education one does not know with any certainty what is important for quality, and since experienced teachers tend to congregate in wealthier areas, inclusion of longevity provides poor neighborhoods with the flexibility to use the additional funds on other factors.[2]

4. What Will be the Means of Comparison?

Degree of Variance. Not only must a plan define the factors to be equalized, it must also indicate the necessary comparisons to assure that equity is achieved. For example, using the case of teacher expenditures the question arises as to what degree of variance should be allowed -- 5%? 7%? 10%? 25%? What shall be the standard to determine that the system is complying with the plan? In addition to a standard for compliance that indicates the degree of variance, another factor that must be decided is how often that comparison should be made. For example, the school system currently interprets the Wright decree to require compliance at a single point in time -- another plan might require weekly, monthly, quarterly, or continual demonstrations of compliance.

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[1] D. Greenberg and J. McCall, Analysis of the Educational Personnel System: Teacher Mobility in San Diego, Rand Corporation, 1971.

[2] Anita Summers and Barbara Wolfe, "Which School Resources Help Learning? Efficiency and Equity in Philadelphia", Business Review 4 (Feb. 1975). For example, consider two schools of equal size and a staff of 10 teachers. In both schools the teachers have comparable training but School A has a staff with no experience and in School B each teacher has 10 years experience. The expenditure for longevity is $500 per teacher for each year of experience or $5,000 for each teacher (500 x 10). If longevity were included in the definition of expenditures for equalization, School A would have $50,000 to spend for additional teachers, reducing class size to compensate for teachers' lack of experience.

Level of Aggregation. Along with deciding the degree to which the measures may vary, decisions must be made as to what level and what unit shall be compared? Will the resources to be equalized be compared at the pupil level, the classroom level, the school level, or the regional level? For example, suppose a plan were developed that equalized total expenditures so that each student received the same amount of funds. The most precise way of achieving this goal would be to compare the educational costs of each student with every other student. In most school systems such an accounting is not available. Thus, comparisons of pupil cost generally represent average expenditures on pupils at the classroom, school, region or district level.

One attempt to compare costs at the pupil level is the voucher system that is being implemented in Alum Rock, California. This plan assigns a set amount of dollars per pupil and allows each pupil and/or parent to choose the school at which the dollars will be spent. The money follows the student should he change schools. Such a system of student level aggregation involving a set stipend for all students was made possible by two factors:

1. funds from the Federal government to establish and maintain such a detailed system, and

2. a relatively small student body.[1]

Like the present Alum Rock voucher plan, the Wright Decree in the District of Columbia makes the amount of money available in school contingent upon the number of students in attendance.

5. How Will Compliance be Maintained?

An equalization plan involves the distribution of educational resources and as such it should be completely integrated into the very fabric of the decision-making process of the school. It cannot be regarded as an isolated once a year event, if disruptions are to be minimized. For example, leave, transfer, illness, etc. is normal during the course of the year. If the effect of equalization is considered in decisions regarding the hiring, transfer, and replacement of teachers in a school, it is likely that there will be little need for massive teacher shifts in the beginning of the school

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[1]Discussion with the budget director of the Alum Rock school district indicates that now that the Federal funds are reduced, the expenditure accounts are being aggregated at the school level. Alum Rock student population during the original voucher experiment was 3,900. The experiment involved only 6 elementary schools.

year in order to report compliance with equalization to the court. Two implementation procedures can assist in reducing the disruption due to teacher shifts during the school year: (1) equalize before the beginning of the school year, and (2) maintain compliance during the course of the school year.

How to Equalize Ahead of Time

In order to equalize ahead of the school year it is necessary to have accurate information on resources and pupils. Thus, if distribution is based on a budget that is later frozen so that vacancies cannot be filled, problems will arise because the actual resources to be equalized will be different from those anticipated. Similarly, if the distribution is based on projected pupil counts that are highly inaccurate, adjustments may have to be made because too few or too many resources may be assigned to a school.

One way to avoid some of these problems is to design a plan that uses past information, whether the previous year's average daily membership or a prior point in time, as the basis for the coming year's equalization plan. This was a feature of the original Wright Decree, but since adequate average daily membership figures did not exist in 1971, the school system requested an alteration of the court order to allow the use of present school year, point-in-time data.

One objection to using past data is that it does not deal adequately with shifts in enrollment due to factors such as increased housing in an area, or the opening or closing of schools. While equalization ahead of time might be desirable, adjustments on the basis of the current pupils and resources should be possible if past data or forward projections are not accurate.

Two procedures may be used to reduce the disruptions caused by the use of inaccurate data. First, a more stringent criteria may be used for resource distribution to allow for shifts in enrollment or in available resources. Thus, if the plan required the variance to be within 5% for each school, schools might be equalized over the summer to a variance of 3%.[1] Second, a portion of the resources can be withheld. Thus, if teachers are the base of a plan, 3% of the teachers could be left unassigned at the beginning of the school year and subsequently placed in schools needing extra resources for compliance.

Maintaining the Equalized System

While the procedures described above deal with achieving equalization with minimal disruptions, the question remains as to how to maintain the

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[1]The District of Columbia school system equalized to within a variance of 3% for the 1975-76 school year.

equalized system. It would appear that the maintenance of an equalized system is chiefly dependent on the following factors: (1) up to date information; (2) a procedure for "flagging" those units that are in danger of being out of compliance; and (3) incorporation of equalization into the normal operation of the school system. Thus, if an equalization plan were based on teacher expenditures, current information on teacher expenditures and pupil counts would be needed. In addition, the information would have to be analyzed to determine actual or potential problems with equalization. And finally, before teachers were assigned, consideration of the effect on Title I compliance would have to be made.

6. What Factors Must be Considered in Creating Alternatives?

While the creation of an equalization plan involves a series of decisions concerning resources and the fair way to distribute them, those decisions cannot be made without consideration of the manner in which the school system operates. An understanding of the system is essential to determining the potential effects of any equalization plan. Critical factors in the system include those related to available resources, size, legal obligations, administrative structure, and information retrieval.

Available Resources. Obviously, the availability of resources is an important aspect of any equalization plan. One cannot equalize resources that do not exist. A plan that uses a particular pupil/teacher ratio, or that equalizes on the basis of student need must consider the system's available funds.

Size. A related problem that must be considered in any plan is the effect of size -- economies and diseconomies of scale. If a system has great variety in the size of its schools, or has several schools on the extremes then it may be necessary to build in a component to deal with the economies and diseconomies of scale. For example, schools under a certain size might be equalized separately with a separate mean established for them.

While it may be possible to develop a model that defines components in a manner that includes all schools regardless of size, a plan suited to the system in general may cause undue hardship to a small school. In such an instance an alternative plan must specify the criteria to be used to judge "undue hardship" and the exception in terms of expenditures, services, or programs that might be granted such small schools. Here again, there are many possibilities, and exceptions should be developed in terms of how well they assist small schools in fulfilling the intent of the original plan.

Legal Obligations. The components of any plan must be examined in terms of their compatibility with the existing statutes, court decisions, rules and regulations and contractual obligations. For example, if a union

contract limits class size, specifies free periods, or prohibits the transfer of experienced teachers, then one must determine how equalization plans can be developed within these obligations, or how these conditions might be altered.[1]

Administrative Structure. In constructing alternatives an important consideration is the relationship of the plan to the existing administrative structure. How will the plan be incorporated into the daily operation of the system? What kind of changes, if any, will be required? For instance, the District of Columbia school system has recently decentralized into six regional units. How has this decentralization affected the distribution of teachers for equalization? Would the administrative responsibilities at the regional level be affected by the incorporation of school site decision-making into the equalization plan?

What administrative functions are performed centrally? Regionally? At the school site? Who has primary responsibility? For example, who hires and assigns staff (classroom teachers, speech teachers, art teachers, aides, and counselors)? Are all these staff hired by and responsible to the same office?

Suggestions for equalization plans have been put forth that call for "equal access," "community control," or lump sum school site budgeting. These aspects of a plan are not issues of equalization per se but rather are administrative procedures concerning where decisions are made. Thus, the D. C. equalization plan governing the allocation of classroom and special subject teachers remained the same when in 1973 the school system shifted from central decision making to a modified lump sum budget procedures which permits principals, with some community input, to make recommendations concerning the type of special subject teachers they wish to have.

The definitions of equality, resources and the means of comparison determine how much latitude is available for choice by administrators either at the central or the local level. Thus, for example, a plan that specified dollars, services and programs would leave little room for options at any administrative level. On the other hand, a plan that specified equalization of total dollars could be a plan for lump sum budgeting at the school site level and allow for considerable latitude in decision making about what kind of educational program such dollars bought. The equalization plan sets the limits within which decisions can be made -- where they are made is a question of how the plan is implemented.

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[1]For an examination of these constraints regarding the D.C. Public Schools, see, Legal Constraints on Decentralization in the Public School System of the District of Columbia, prepared by the Lawyers' Committee for Civil Rights Under Law, 1976 as part of this project.

Information Retrieval. Another system consideration is the availability of information. What information is necessary for developing, implementing and monitoring the equalization plan? Is that information presently available? Can that information be obtained? As our earlier study of the Wright Decree implementation demonstrated, the lack of information that was accurate and accessible caused the District considerable difficulties.[1] This constraint was further highlighted when the District had to comply with both the demands of the Wright Decree and those of the Title I comparability requirements.[2] In order to assess the effect of various equalization alternatives on the system, adequate information must be present. Without some reliable notion of the impact, an alternative plan may in fact represent a "cure that is worse than the disease!"

THE WRIGHT DECREE AND TITLE I

Because at present the District of Columbia school system must comply with both a court order and Federal law and regulations concerning the distribution of funds among schools, this section will compare and contrast these two equalization alternatives within the framework for analysis developed in the preceding section: (1) concepts of equality, (2) resources to be equalized, (3) definition of the components of the equalization plan, (4) the means of comparison designated and (5) the requirements for reporting and maintaining compliance. First, we present the specifications of the two plans and then briefly we describe the manner in which each plan has been implemented by the District of Columbia.

Specifications for Equalization Under the Wright Decree and Title I

Concepts of Equality

The Wright Decree and Title I have somewhat different concepts of equality. The Wright Decree did not establish a definition of equality. The court permitted the school system to define equality either as equal treatment for all pupils, or different amounts for different types of students:

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[1] Baratz, A Quest for Equal Educational Opportunity.

[2] 20 U.S.C. 241 e (a)(3)(c).

> ...per pupil expenditures for all teachers' salaries and benefits from the regular D.C. budget in any single elementary school shall not deviate more than plus or minus five percent from the mean of all elementary schools.
>
> Schools may deviate more than five percent only with adequate justification presented to the court.[1]

The Title I legislation on the other hand, was developed in order to provide supplementary resources to certain children, and comparability regulations were designed to assure that Title I funds were used to meet "the special educational needs of educationally deprived children." Thus the notion of equality imbedded in the Title I legislation involves taking note of differences.[2]

A school may be eligible for Title I if a high concentration of children from low income families reside in that attendance area. No specific data is prescribed for use by the local educational administration in identifying poverty families but the same criteria must be used across the school district.

In order to qualify for the additional funds for educational needs of certain children, a school district must demonstrate that the state and local resources distributed to these children are at least comparable to those available to non-Title I students. Specifically the regulations require:

> (a) the number of children enrolled per instructional staff member...for each public school serving a Title I project area is not more than 105 percent of the average number of children per instructional staff member in all other public schools in the applicant's district;" and (b) the annual expenditure per child in each public school serving a project area is not less than 95 percent of such expenditure per child in all other public schools in the applicant's district.[3]

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[1] Hobson II at 864.

[2] While the original Title I legislation dealt only with poor and disadvantaged children, subsequent amendments "set aside" funds from Title I to be used for handicapped children, Indian children, agricultural migrant children, children in institutions for the neglected and delinquent, and children of migratory fishermen. Sec. 122(a)(1) 20 U.S.C. 241 C-2.

[3] 45 C.F.R. 116.26 (c)(1-2) (1975).

Furthermore, paragraph (c) of Section 116.26 provides that any school district with one or more non-comparable schools in either of the above ratios must demonstrate that the expenditure per child for textbooks, library resources, and other instructional materials and supplies in each public school serving a project area is not less than 95 percent of such expenditure per child in all other public schools in the school district.

Resources to be Equalized

Both the Wright Decree and Title I base their equalization on salary expenditures for certain staff. However, the staff members included in each plan differ to some degree. The Wright Decree bases equalization on "teacher" salary expenditures whereas Title I comparability is based on salaries for "instructional staff." In addition, Title I has a requirement equalizing instructional staff to student ratios. Finally, if a school district does not comply with Title I staff requirements by a date in October set by the U.S. Commissioner of Education, it must demonstrate comparability of expenditures for instructional materials and supplies as well as instructional staff by December 1.[1]

Definition of Components

Pupil. The Wright Decree and the Title I regulations have somewhat different definitions of a pupil. The court order is not specific as to how a pupil should be defined but does indicate a preference for the use of average daily membership by asking for this figure in the report to the court. Title I regulations, on the other hand, are specific. They require that pupil count be based on point in time enrollment figures collected no later than November 1 of the school year. A school district may use the average daily membership with permission of the state.[2]

Staff. Again the two requirements are not precisely the same, and the Wright Decree is less specific than Title I. The court order requires that expenditures for teachers' salaries be equalized, but teacher is not defined.

While the judge restricted his order to teachers in elementary schools he did not specify the grade range to be included as elementary nor the type of staff to be included as "teachers." The course of the litigation and the judge's opinion indicate that (a) the definition must include elementary

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[1]Failure to comply with comparability by December 1 could lead to loss of Title I funds.

[2]For purposes of compliance with Title I, the District of Columbia is considered a "state."

classroom and special subject teachers (art, music, foreign language, language arts, science, reading, math and physical education); (b) that librarians and counselors should be separated out;[1] and (c) that the system had options over whether to include such staff as speech teachers, early childhood specialists, special education teachers, teacher aides, etc.

Title I regulations define staff included in comparability as follows:

> The term 'instructional staff members'...means staff members who render direct and personal services which are in the nature of teaching or the improvement of the teacher-learner situation. The term includes teachers, principals, consultants, or supervisors of instruction, librarians, and guidance and psychological personnel; it also includes aides or other paraprofessional personnel employed to assist instructional staff members in providing such services. (emphasis added.)[2]

Expenditures. The court order and Title I differ in their definition of expenditures. The Wright Decree ordered that expenditures for teachers' salaries were to include payments for longevity and benefits. Although the court did not indicate how expenditures were to be computed, it did identify the source of funds upon which equalization was to be based:

> the regular D.C. budget (excluding Title I ESEA funds, UPO funds, and, in general, all funds not from the regular congressional appropriation).[3]

The court order indicated that the funds to be included were those over which the District administrators had discretion. While Federal categorical funds, such as Title I were definitely excluded, the decision to include discretionary funds and District categoricals such as bilingual education funds was left to the implementors.

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[1] Hobson II, 848, footnote 7. In his order of March 5, 1971, the judge requested that counselors and librarians be excluded from the data submitted. However, the District was unable to do this, and the data submitted and stipulated to in the decision included librarians and counselors.

[2] 45 C.F.R. Sec. 116.26 (b)(7) (1975).

[3] Hobson II at 864.

Title I on the other hand, defines expenditures as:

> the total amount of state and local funds being expended on an annual basis for salaries for instructional staff members less the amount of such salaries based on length of service (longevity).[1]

Even though longevity payments are excluded, Title I regulations require that such expenditures be reported. No mention, however, is made concerning the treatment of benefits (for example, pensions, insurance, health benefits).

The source of funds specified in Title I is all state and local expenditures for instructional staff--categorical as well as general expenditures. All Federal funds are excluded. Thus, the definition of expenditures under Title I, unlike the Wright Decree, excludes longevity and benefits, and includes state and local categoricals except for special education funds.

Means of Comparison

The two plans differ somewhat in regard to required comparisons. Both plans aggregate data at the school site and introduce the notion of a given percent variance. The Wright Decree applies only to the elementary level and compares each elementary school to every other school. The court prohibited any school from varying more than five percent from the District wide mean for all elementary schools; thus no two schools can vary from each other by more than 10 percent in per pupil expenditures for teachers salaries.[2]

Rather than comparing each school to every other school, Title I compares each Title I school to the average per pupil expenditure for instructional staff of non-Title I schools. While Title I schools may exceed the mean per pupil average for non-Title I schools, they cannot be more than five percent below this average. These comparisons allow schools to vary widely. Title I schools could be spending twice or three times the average non-Title I school. On the other hand, individual non-Title I schools could also be spending two or three times above or below other non-Title I schools. In addition to expenditure comparisons,

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[1]45 C.F.R. Sec. 116.26 (b)(4) (1975).

[2]The District could opt to exclude some schools from this stricture if adequate justification is demonstrated. Hobson II at 864.

Title I schols are also compared with the non-Title school average in regard to instructional staff to student ratio. Again, as with expenditures, each Title I school may not have a ratio of less than five percent of the non-Title I average.[1]

Reporting and Maintaining Compliance

The Wright Decree requires the District to submit an annual compliance report demonstrating compliance, by December 1, and including the following additional information:

> name, census data on neighborhood, average daily membership, number and percentage of children by race, percent of capacity of building being utilized, total number of teachers, pupil/teacher ratio, total operating expenditures from the regular budget, total expenditure for teachers' salaries and benefits from regular budget, total expenditures from Title I, total expenditures from United Planning Organization (UPO), per pupil expenditures from UPO, total expenditures from all sources, and per pupil expenditure.[2]

Any changes in computing data from year to year must be prominently displayed.

Title I regulations require a specified reporting schedule with provisions for public access to the school-by-school information upon which reports are based. To check comparability, schools must keep the following records:

> (1) Appropriate resource records, including records of children's enrollment, the total expenditure for salary and the amount thereof based solely on longevity for each full-time instructional staff member and the prorated total salary less the amount thereof based solely on longevity for each part-time instructional staff member; (2) worksheets showing the total number of full-time instructional staff members, and the total amount of state and local funds being expended for salaries for such full-time and part-time staff members less the total amount of such salaries based solely on longevity; and (3) appropriate records documenting the amount expended per pupil for

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[1]45 C.F.R. Sec. 116.26 (c)(1)(2) (1975).

[2]The original decree had set October 1 as the reporting data. However, the District returned to court and requested that the date be changed to December 1. The court granted the change.

> textbooks, library resources, and other instructional materials and supplies actually available during the current school year.[1]

Finally, the regulations permit parent and community access to the comparability data. Parent Advisory Councils are not only assured access to certain information free of charge, but also they are to be provided with this information in time for review and consideration in order that they may participate in formulating the Title I project application. Neither The Wright Decree nor Title I regulations require any procedure for maintaining compliance during the year.

Fundamental Differences Between Wright Decree and Title I

In summary, while both the Decree and Title I provide some flexibility in designing an equalization plan, there are specific features that create fundamental differences between the two plans. These features are the definition of staff to be equalized, the treatment of longevity and the use of staff ratios.

The Title I definition of staff is more precisely defined than the Wright Decree and includes certain staff excluded from the court order. The clearest distinction is the inclusion of librarians and counselors and principals by Title I and their exclusion by the Wright Decree.[2] Other staff such as teacher aides and speech teachers are specifically included in Title I and left by the court order to the discretion of the school system.

The Wright Decree gives the system more decision-making power as to which personnel shall be included in equalization. Title I, on the other hand, because of its broad specification of personnel allows more flexibility in staff mix at the school site.

The inclusion of longevity in the Wright Decree represented a deliberate effort on the part of the court to provide some offsetting benefit to those schools which have a disproportionate number of experienced teachers.[3] The notion behind including longevity was that those schools (mainly with large populations of poor, black children) who traditionally were unable to employ experienced teachers might compensate for lack of experience by using the dollars other schools used to purchase experience to buy additional teacher services. Title I by excluding longevity does not offer this option to such schools.

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[1]45 C.F.R. 116.26 (j) (1975).

[2]While the court did not specifically exclude principals, the course of litigation makes it clear that the judge was not considering them in his equalization decision. Personal interview with Peter Rousselot, attorney for plaintiffs.

[3]Hobson II at 855.

Title I requires equalization of staff/student ratios. However, because the court wished to provide some schools with the option of trading off lower pupil teacher ratios for more experienced teachers, no staff student ratio were employed in conjunction with longevity expenditures in the Decree, there would be no way for the District schools to comply with both requirements without assuring an equal experience mix in all schools.

Implementation of Wright Decree and Title I

A single equalization plan may result in different outcomes according to the manner in which it is implemented. As we have mentioned earlier, administrators make many choices, within the constraints of an equalization plan during implementation. Therefore, it is necessary to understand the choices the District made in implementing the current Wright Decree and Title I comparability regulations. This examination is important because it allows one to determine whether one might at a future date address some of the problems identified with the current obligation of the District to comply with both a court order and Federal regulations, by changing implementation procedures rather than by requesting changes in the basic equalization plans. In examining implementation procedures in the District of Columbia we once again follow our original framework for analysis: (1) the concept of equality chosen, (2) the resources equalized, (3) the definition of components and (4) the method of compliance.

Concept of Equality

In implementing the court order the District excluded special education students in self-contained classrooms, and the portion of time some students spend in the MIND program.[1] However, no other classification was developed for special treatment. Thus, the implementation of Judge Wright's decree resulted in a concept of equality that treated all children the same except for those in special education classes.

Since Title I requires that Title I monies be spent in schools with the highest concentration of children from low income families, the choice for the District of Columbia was in the definition used to determine poverty.[2]

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[1]MIND (Meeting Individual Needs Daily) was a program developed after the Hobson I decision eliminated tracking. It was developed to supplement the program for children with special learning problems who were assigned to regular classes.

[2]Title I gives the local school district several options for determining eligibility of children to receive Title I resources.

The District defined low income by a combination of the census definition of poverty for children 6-17, coupled with the number of children eligible for free lunch, with income weighted 60% and free lunch weighted 40%.[1] From this data, a figure was derived for the number of low income children in each school. The schools were then ranked according to the percentage of low income children that they served. Schools with the highest concentration of children from low income families were chosen as Title I schools.

The Resources to be Equalized

The resource to be distributed under the court decree was teacher salary expenditures, including longevity and benefits, and under Title I the resource was instructional staff expenditures, minus longevity; instructional staff/student ratios; and, if necessary, supplies and materials.

Definition of Components

Pupil. The Wright Decree did not define pupil, whereas Title I required the use of enrollment. The definition of pupils chosen by the District to implement both plans was the same. In its implementation the school system employed a full time equivalent, point in time enrollment (official fall membership) pupil definition.[2] Special education children in self-contained classrooms were excluded; however, special education children in regular classrooms were counted.

Staff. As already mentioned, the Wright Decree allowed flexibility in the definition of staff whereas Title I did not. The school system in its implementation of the court order excluded all special education teachers, whether in full time classrooms or not, speech teachers, counselors, social workers, psychologists, coordinators, librarians, and principals, and defined a teacher as a person who taught regular classes or special subjects (art, foreign language, language arts, mathematics, music, physical education, reading and science) to kindergarten through sixth grade. In 1974-75 the grade level was extended to include pre-kindergarten and teacher aides were added to the definition of "teacher."[3]

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[1] Selection of Eligible ESEA Title I Attendance Areas for Fiscal Year 1976. District of Columbia Public Schools, 1975.

[2] September 25, 1975 for the 1975-76 school year. Title I regulations required school districts to count pupils in 7th and 8th grades housed in elementary schools as elementary students. Seventh and 8th graders in junior high school buildings are treated as a separate group.

[3] Title I requires junior high equalization of resources when funds are expended at that educational level. Generally, as in the District of Columbia, junior high buildings are equalized separately from elementary school buildings.

Expenditures. Although the definition of expenditures in the two plans is fundamentally different in that one definition includes longevity and benefits and the other excludes longevity, the same data source was used to compute both.

Use of the same data was possible because of the choices available under the Wright Decree. Although the fund source of the court order was potentially broader, the District chose to use only regular budget funds essentially reducing the Decree to the specifications of Title I regarding fund source. Again, although it was not specified in the court order, the District chose to annualize expenses at a particular point in time, thus creating specifications similar to Title I.

In implementing the point in time measure, decisions were made as to how to count teachers on leave and how to treat vacancies. In regard to teachers on leave, the salary of the replacement teacher is used except when the leave is for pregnancy.[1] The salaries for vacant positions were assigned dollar figure equal to the average teacher salary, and vacant positions were computed and distributed.

Means of Comparison

No choices in implementation were allowed under the two plans as regards means of comparison. Level of aggregation was somewhat unclear in both plans. For the Wright Decree the District chose to compare elementary schools defined as school units covering grades pre-kindergarten through sixth grade. In Title I pre-kindergarten was excluded and those few elementary schools with grades 7 and 8 were included as elementary schools and the students were included in the count.

Reporting and Maintaining Compliance

Neither plan has any requirement to demonstrate a maintenance of compliance. No procedures have been developed by the District to insure that compliance with either plan is maintained over time, and during the course of the year there is no obligation (or procedure) regarding staff assignments to consider the effect of such assignments on equalization. Periodic monitoring is done.[2]

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[1] In the initial 1971 equalization effort the salary of all teachers on leave were included, however, in 1972-1973 this was changed. See Baratz, A Quest for Equal Educational Opportunity, p. 81-82.

[2] Personal communication, Dr. Mildred Cooper, Assistant Superintendent for Planning and Research, D. C. Public Schools.

OPTIONS AVAILABLE TO THE D.C. PUBLIC SCHOOLS

In considering the changes in equalization plans and procedures the District might make to create an alternative method for distributing funds so that they are dispersed equitably and in a manner that is educationally sound, it would appear that the following options are available:

1. change procedures for implementation of both the Wright Decree and Title I regulations;

2. comply with either the Wright Decree or Title I a. with existing procedures, or b. with altered implementation procedures; or

3. create a new equalization plan with new procedures.

This section will discuss the possible advantages and disadvantages of each of these options. Here again it is important to understand that the advantages or disadvantages of a particular plan are value judgments that are very likely to be influenced by the perceived political and technical realities present at the time. A particular feature could be positive or negative depending on these realities. For example, one might have a plan that has flexibility in defining staff and expenditures, and thus allows latitude to decision-makers in their implementation of the plan. This may be seen by some as an advantage in that it allows for diversity in the system, and permits innovation without too much difficulty. However, that flexibility might appear to others as a disadvantage if it is seen as a potential for abuse.

Change Procedures for Implementation of both the Wright Decree and Title I

Let us quickly review the major differences between the two plans and how with changes in current implementation the disruptions in compliance might be reduced to a minimum, and the educational soundness of the dual compliance enhanced.

The Differences between the Wright Decree and Title I

Which staff is to be equalized? The Wright Decree is less specific than Title I, and the point of greatest difference is over the inclusion of librarians, counselors, coordinators and principals.

Which definition of expenditure is to be employed? This is the biggest discrepancy between the two plans, and one that allows for the least flexibility. The Wright Decree is very specific about the need for equalization

to include longevity payments. Title I explicitly excludes such payments. In addition, Title I has a staff/pupil ratio requirement. Nonetheless, the District could comply with both of these plans with their divergent definitions of expenditures by assuring that in equalizing personnel for the Wright Decree compliance, there is a variety of experience mix among the teaching staff in each school. Furthermore, the system might broaden its definition of teacher thereby giving each school more personnel to deal with for equalization purposes. This would allow schools a greater opportunity in distributing experience mix and would also broaden the range of personnel to be used for equalization. While this type of implementation meets the requirements of both plans, it does eliminate the option available in the court order for certain schools to have reduced pupil/teacher ratios by employing more inexperienced teachers. On the other hand, such a proposal does assure that all schools will have a comparable mix of experienced and inexperienced staff.

What standard should be used to determine compliance? While the Wright Decree uses a District-wide mean, Title I uses a non-Title I school average. It is possible to make these compatible by using a district-wide mean for both plans. Such a decision eliminates the option under Title I to spend considerably more than +5% in Title I schools; however, an examination of past implementation of Title I indicates that the District of Columbia did not exercise this option.

<u>One Procedure for Reducing Disruption in Complying with Both Plans</u>

Because the District presently must comply with both equalization plans, we have developed a procedure that represents one possible plan for assuring that disruptions are kept at a minimum and compliance is effected with both the court order and the Federal regulations. This procedure is not meant as a substitute for creating a new equalization plan, but rather is offered as a reasonable procedure to be used while efforts are undertaken to develop a new alternative.

1. Establish a school-by-school projected enrollment figure in the spring that is as accurate as possible. Such a figure should consider changes in a school's enrollment over the past few years; and analysis of the relationship of past average daily membership and fall enrollment figures; and specific demographic changes in each school area. The projected figure should be sent to each principal with an explanation of how it was derived. Principals should indicate acceptance of the figure or present evidence of what changes are necessary. In disputes, the principal's figures should be final since the school he or she is responsible for must bear the brunt of any staff shifts that might subsequently be necessary due to inaccurate enrollment estimates. The agreed upon projected enrollment figure would then be used to prepare the report to the court.

2. To minimize teacher shifts, withhold 3% of the available teaching positions--to be assigned to schools when adjustments are made in October.

3. Observing local school priorities, equalize expenditures during the summer within plus or minus 3% of the District wide mean. Make the necessary staff transfers by the beginning of August, and submit this compliance report to the Court by September 1.

4. Withhold 3% of available instructional staff positions covered under Title I but not by the Wright Decree to be assigned to schools when adjustments are made in October. After equalization for the court has been completed make changes in the assigned instructional staff as needed for Title I comparability.

5. Toward the end of September collect actual enrollment figures and a record of all instructional staff assigned to the school, including the percent of time each spends in the school. Such a record will include all staff to be covered under Title I and the court order. Principals should note any differences between the staff actually in the school and the staff reported on the Compliance Report.

6. The final week in September should be spent examining differences and making adjustments to assure compliance with Title I by the October date set by the Commissioner of Education.

7. The actual enrollment data should be compared with the projected summer figures.[1] If the enrollment of a school deviates from the projection by more than 10% the pupil/teacher ratio should be examined. Staff should be added or withdrawn if the pupil/teacher ratio is plus or minus 5% of the district wide ratio for all

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[1]Projected figures have not been used in the past few years because the initial equalization attempt yielded problems with projected enrollment and filled teacher position assignments. The initial attempt, unlike the procedures recommended here, did not include a procedure for fall review and adjustment. The Office of Planning, Research and Evaluation, under the direction of Dr. Mildred Cooper, has begun new procedures to strengthen the accuracy of projected enrollment figures.

elementary schools. The use of the 3% withheld staff should minimize losses to individual schools. Again, local priorities should be observed wherever possible.

8. Compute these teacher changes with the other school-by school data on instructional staff and use the withheld instructional staff to meet Title I requirements (again keeping losses at a minimum).

9. Make all reassignments by October 1.

10. Finally, publish a report indicating the enrollment, the actual teaching positions and other instructional staff (including percent of time, and whether the position is filled or vacant) in each school.

This procedure meets the court requirements: it reports to the court a resource allocation plan based on teachers' salaries (longevity and benefits included) and the most accurate enrollment figures available. In addition, although the court does not specifically require it, the procedures include a plan for adjusting for inequities that result from incorrect estimates.

Finally it is recommended that a monthly equalization report be completed and sent to regional administrators and principals so that the equalization status of a school may be considered in the decision-making process as staffing changes occur during the course of the year.

While the above procedures allow compliance with both Title I and the Wright Decree, the disadvantages are clear: it is more difficult than complying with one plan; it limits the flexibility of administrators; and it is not adding any educational benefits. The advantage of complying with both plans is that it eliminates the necessity of returning to the court or seeking an exemption from the Office of Education.

Comply with the Wright Decree or Title I

In the past the District administrators unsuccessfullly appealed to the Office of Education to allow them to substitute the Wright Decree compliance for the Title I comparability report. Discussions with the Federal Title I staff involved in that decision indicate that a chief concern was the credibility of the school system as to why they were unable to comply with both plans. The District of Columbia School System has not appealed to the court to allow them to substitute the Title I comparability report for the Wright Decree Equalization Report. It would appear that an appeal to either of these agencies must demonstrate the following:

1. a description and explanation of the requirements of the Wright Decree and of Title I Comparability Regulations, including the manner in which the District presently implements both;

2. a description of how the various requirements may differ and conflict;

3. an empirical and statistical display of how the two equalization requirements conflict; and,

4. an educational justification for the proposed changes.

The credibility of the D.C. school data has been questioned in the past by parties to the Hobson v. Hansen suit, parents and school board members, and Title I officials in the Office of Education. Recent school system efforts have begun to improve the reliability of school site data. It is critical that school officials be able to muster reliable data when they make their appeal for a new alternative to the court or to the Office of Education. As one attorney familiar with the court orders and the District's past litigation history observed:

> In my judgment, the most critical single factor needed to convince Judge Wright and the Office of Education either to modify both equalization requirements or to accept one over the other is a demonstration that the spirit of the requirement to be modified will be met by the District's proposed modification. To do that to their satisfaction, I am convinced that both OE officials and Judge Wright will require the presentation of actual data. Thus, for example, if the school system were to ask Judge Wright to modify his equalization order to coincide completely with the comparability regulations, I feel certain that he would ask to what extent, if any, the inequalities that prompted him to issue his order in 1971 would be masked by the comparability regulations. Conversely, I suspect the reason that USOE officials refused to view the 1973 Wright Decree compliance report as a satisfactory substitute for a comparability report was that they were not convinced that compliance with the Wright Decree in fact met the comparability requirements.[1]

The District has already made progress towards improving the reliability of their data. An accurate personnel data file on a school by school basis, the position control file (PCF), has been developed to assure that hiring and assignment are governed by authorized budget positions. A data file listing all staff and amount of time spend in each elementary

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[1]Letter from R. Stephen Browning to Dr. James A. Johnson, Jr., Associate Superintendent, D.C. Public Schools, October 22, 1974.

and junior high school has been created.[1]

The basic difference between Title I and the Wright Decree which complicates compliance with both is the treatment of longevity. In order to substitute one plan for both, it would be necessary for the District Public Schools to demonstrate the effect of longevity and to make comparisons among school populations with different racial and socio-economic characteristics. Are experience mixes similar across these populations? In addition, the effect of the Title I staff to student ratio requirement on the distribution of the staff according to District prescribed ratios must be examined.[2]

In addition to longevity, the different means for comparison in Title I and the court order need to be carefully examined. While the use of a District wide mean for Title I would not effect its intent, the use of a non-Title I school average in Wright Decree compliance poses serious questions. Would such a mean allow for wide discrepancies among schools? If so, what is the educational justification of such discrepancies?

Decentralization and School Site Budgeting in Creating an Alternative Equalization Plan

We discussed earlier that decentralization is an administrative and legal issue to be considered in the implementation process of equalization. One type of decentralization, school site lump sum decision-making, has received wide attention as a potential means of more efficiently meeting the needs of children and creating greater equalization of resources within a school system.[3] For purposes of this discussion we shall define

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[1]Prior to 1975-76 no separate data file for Title I comparability existed. The payroll file, which did not necessarily reflect where teachers rendered services, had been used to compute comparability. Merger of the payroll file with the equalization file had helped somewhat, but the data was still not accurate. In 1975-76, Dr. Mildred Cooper developed a separate file to be used for Title I compliance. Personal communication, 1976.

[2]For an example of how the District of Columbia Public Schools might develop a procedure to secure the data necessary for implementing alternative equalization plans, see the accompanying report prepared by Applied Urbanetics. Inc.

[3]J. Guthrie, School Budgeting: The Relative Advantages of Centralized and School Site Budget Development. Unpublished paper, 1975.

lump sum school site budgeting as an administrative process whereby an individual school receives a specified amount of monies that is to be spent by the school. There are few examples of lump sum school site decision-making. In some instances the decision-making at the school site level is made by the principal, in other instances it is made by a committee composed of teachers and the principal, and still other instances there is community input into the decision-making process.[1] The notion behind school site decision-making is simple: those at the school level are most likely to know what the needs are of the children they teach.

Lump sum school site decision-making in theory could cover the entire range of spending in a school building, or it could be limited to decisions concerning personnel, supplies, etc. In those instances where lump sum budgeting has been attempted, the amount of money available to a school, regardless of the extent of discretion in expenditure decisions, has been related to the number of pupils.

Optimally, one could develop lump sum budget making to include all decision-making at the school site. In this case a local school might be given a set figure for expenditures per pupil (perhaps based on weightings in regard to student need, building capacity, etc.) to spend as the local decision makers felt appropriate. The school building would in effect be a "mini system" responsible for hiring personnel, maintaining supplies, developing programs, etc. In such an operation, a principal could decide to hire teachers with money that might heretofore gone for counselors, social workers, etc. Indeed, a principal might well decide to contract out certain services -- janitorial, clerical, etc. rather than maintain such individuals on staff.[2] In effect, each school administrator would have to carefully sit down and examine the money available, the needs of the children and the most economical and efficient way for meeting those needs within the budget.

The advantages of lump sum school site budgeting that have been cited include: better morale of staff, improved communication among principals, reduction of central administrative staff, greater innovation in education and increased understanding of the budgeting process by school administrators and community. The disadvantages cited include: unprepared local administrators who overspend, less expertise at the local level to deal with budget and financial issues, increased administrative duties and costs at the local level, increased monitoring costs.

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[1]School site lump sum decision-making has been instituted in two sites in California and three sites in Florida. To date, the data has not demonstrated that it is a more equitable process than centralized budgeting. Norman Seward, Centralized and Decentralized School Budgeting: A Comparative Analysis, Ph.D. dissertation, University of California, Berkeley, 1975.

[2]These suggestions do not take into account possible legal constraints on such actions.

At present little information exists as to the benefits and burdens of school site budget decision-making. In addition, local school decision-makers would have to face the same problems that the central administration is grappling with -- rising costs, union demands and restrictions on hiring, firing and transferring personnel, increased demands for accountability.[1] These problems are not likely to be alleviated merely by transferring the decision-making base and responsibility to the local level. Nonetheless, the local school site decision-making process in education appears to be very much in keeping with the democratic notion of greater participation in the decision-making process by those most likely to be affected by the decisions.

Regardless of where the decision gets made, for effective equalization to take place at the school site level, an information system must exist that can provide accurate and up-to-date information on the expenditures at the school site. Without such a system local school site decision-making would be impossible.

CONCLUSION

Judge Wright's court order allows the system to create an equalization plan not consistent with the present court order providing that the proposed alternative is specific, measurable and educationally justifiable. As earlier chapters have indicated there are many possible equalization plans that might be developed both within and beyond the current court order. A new alternative may choose to focus on a plan that gives children with specific characteristics more funds than the average child. A new alternative may move away from expenditures as the resource to be distributed and instead focus on services or programs. It may incorporate program and service elements into a plan based on expenditures. Before any alternative can be developed, a management information system that can provide the information necessary to devise, implement and monitor the plan must be operational. Without such a system, the District will not be able to demonstrate to the judge that its facts are credible, that it has a system than can deliver and monitor those resources that are to be equalized, and that the final distribution of resources is educationally justifiable.[2]

In creating any new alternative the District policy makers might begin by addressing those issues that have been identified as problems with current equalization efforts, and determine which of those problems stem from aspects inherent in the court order and which are the product of the manner in which

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[1] Lawyers' Committee, Legal Constraints, 1976.

[2] Hobson II at 863.

the court order has been implemented. What problems any new plan should alleviate; what educational features any plan should incorporate, and what specifics are educationally justifiable are all decisions that can only be made by the appropriate policy makers -- the school board and the school administration -- and can only be made when there is sufficient data to support those decisions.

POSTSCRIPT

Revised Title I Regulations
September 28, 1976

Since this report was completed the U.S. Office of Education has issued revised regulations regarding Title I. While these regulations have not affected the basic issues concerning constructing a resource allocation plan that is fair and meets the general requirements of Title I, there are a few minor changes in the regulations that should be noted:

1. the reporting date has been moved from October 1[1] to a date, chosen by the state, not later than November 1.

2. the "instructional staff" members has been amended to include "clerical staff employed to assist instructional staff,"[2]

3. an effort at dealing with wide disparities in enrollment among schools has been addressed by allowing, under certain conditions, a school district to compare larger schools with larger schools, and smaller schools with smaller schools,[3] and

4. finally, the sanction that non-comparable schools must demonstrate comparable expenditures in materials and supplies has been deleted. Schools must, however, present assurance of policies designed "to assure that textbooks, library resources and other instructional materials and supplies" are comparable.[4]

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[1]41 FR 42903, 42921, Section 116a.26 (c), September 28, 1976.

[2]Ibid., 116a.26 (b) (6).

[3]Ibid., 116a.26 (i) (4).

[4]Ibid., 116a.26 (h) (3).

A SCHOOL-BY-SCHOOL REPORTING SYSTEM FOR THE DISTRICT OF COLUMBIA PUBLIC SCHOOLS: AN OUTLINE FOR ACTION

By
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With an Introduction By
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Prepared for
D.C. Citizens for
Better Public Education

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Lynette Ferrara
Alan Paller

Table of Contents

	Page
INTRODUCTION	i
OVERVIEW	iv
Chapter I: The Current School-By-School Reporting Procedures	I-1
Section 1: The Existing Data Collection System	I-2
Section 1.1: School Plant Descriptors	I-2
Section 1.2: Resource Utilization	I-4
Section 1.2.1: Staff and Position Descriptors	I-4
Section 1.2.2: Materials and Supplies	I-10
Section 1.2.3: Maintenance Costs	I-11
Section 1.3: Pupil Characteristics	I-13
Section 1.3.1: The Membership Reports - Form 19	I-13
Section 1.3.2: Official Enrollment (OCR Form 102)	I-14
Section 1.3.3: Daily Membership	I-14
Section 1.3.4: Daily Attendance	I-14
Section 1.3.5: Impact Aid	I-15
Section 1.3.6: Other Pupil Characteristics Data	I-16
Section 2: Current Procedures for School-by-School	I-17
Section 2.1: Summary of Procedures Now Used to Prepare School Based Reports	I-17

Table of Contents (continued)

		Page
Chapter I (continued)		
Section 2.2:	The Equalization Reports.....	I-19
Section 2.3:	The School Maintenance and Repair Report.....	I-22
Section 3:	An Overview of the Barriers to School Based Reporting.....	I-23
Section 3.1:	Inaccurate or Incomplete Basic Record Files.....	I-23
Section 3.2:	A Position Control and Accounting Code System	I-24
Section 3.3:	Key Data Elements.....	I-24
Section 3.4:	Nonconcurrent Data Collection and Reporting Periods.....	I-24
Section 3.5:	Staff Assignment and Cost Data Are Not Routinely Accumulated for the School Year...	I-25
Section 3.6:	Existing Data Fields are Incompletely or Inaccurately Documented.....	I-25
Section 3.7:	The Lack of Uniformity of Cost Center and Accounting Codes among Basic Input Files.....	I-26
Section 3.8:	Key Data Elements that are not Maintained or are not Transmitted to the Central Administration.....	I-26

Table of Contents

		Page
Chapter II:	Summary of the Proposed School Based Management Information System.....	II-1
	Section 1: A Summary of Improvements.....	II-1
	Section 2: Overview of the Proposed System.....	II-2
	Section 3: Summary of the Impacts of the Proposed System on the Existing Environment.....	II-3
	Section 3.1: Software Impacts.....	II-3
	Section 3.2: Organizational Impacts.....	II-4
	Section 3.3: Operational Impacts..	II-5
	Section 3.4: Development Impacts and Manpower Requirements.....	II-7
	Section 4: Expected Limitations...	II-7
	Section 5: Detailed Characteristics.....	II-8
	Section 5.1: Specific Performance Requirements.....	II-8
	Section 5.2: Reporting Formats....	II-10
	Section 5.3: Data Characteristics.	II-13
Chapter III:	Development Plan.....	III-1
APPENDIX		

INTRODUCTION

by

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In 1973, D.C. Citizens for Better Public Education (D.C. Citizens) received a grant from the National Institute of Education (NIE), to study the effect of the Hobson v. Hansen[1] decisions on the allocation of resources in the District of Columbia elementary schools. The results of that study indicated among other things that there was a great desire on the part of school officials and the community to develop alternatives to the equalization plans in the current Wright decree.[2] The study also indicated that the present information system hampered any discussions regarding developing alternative resource allocation plans.

In 1975, the Ford Foundation awarded D.C. Citizens a grant to assist the District of Columbia Public School System in developing a method of equalization that would be educationally sound, fiscally possible, and politically and administratively feasible.

One of the objectives of this project was the development of specifications for a school based information system that could respond to the policy questions that would be central to the decision making process necessary for creating a new plan.

Applied Urbanetics, Inc., working with the Education Policy Research Institute (EPRI), staff of D.C. Citizens, school personnel and board members has developed a report that describes current data collection processes in the D.C. schools, demonstrates how that data might be incorporated into a flexible system that can report information on a school site basis, and finally suggests procedures for developing a reporting system tailored to the D.C. school system needs.

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1 Hobson v. Hansen, 269, F. Supp. 401 (1967) and Hobson v. Hansen 327 F. Supp. (D.D.C. 1971).

2 Joan C. Baratz, A Quest for Equal Opportunity in a Major Urban School District: The Case of Washington, D.C., Education Policy Research Institute, Washington, D.C., June, 1975.

This report, unlike a simple accounting system approach suggested by the G.A.O. audit, is an attempt to develop an information system that ties the budgeting information to the policy issues confronting educational administrators and policy makers who must make the vital decisions as to how money is spent.

The information system design was prepared after a careful review of the information needs of the D.C. school system. At the beginning of the design phase, Applied Urbanetics sought answers to two key questions: What are the educational issues confronting the D.C. school system? What information is necessary to help policy makers develop and assess alternative strategies for resolving these issues?

Discussions with school personnel identified three major policy issues: equity in the distribution of resources among school buildings, the safety and maintenance costs of school sites, and the utilization of resources allocated to special education.

The issue of equity was the primary area of concern. The District was having difficulty complying with the resource allocation demands of the Hobson II court order as well as those of Title I comparability regulations. Some of the difficulties stemmed from a lack of an ongoing information base that could provide all the necessary information on school attendance and school resources that were necessary for developing a report to the court and a report to the Office of Education, Other problems stemmed from the difficulty of complying with two plans that were dissimilar in several critical aspects.[3] In creating an alternative resource allocation plan the District needed data that would help answer the following questions: What is a fair distribution of resources to schools? What resources should be included in a school equalization plan? How shall the equalization of resources be reported? These were the questions that framed the background of the AUI report.

Issues of school safety and maintenance costs emerged in the current period of declining enrollment and rising costs. When limited resources are available to repair and maintain school buildings, there is a general need to understand how available funds are being utilized. This information need is especially important where decisions to close or rehabilitate

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[3] For more discussion of the problems of complying with two different resource equalization plans see Baratz, op cit, and EPRI, Issues to be Considered and Decisions Required in Developing a Resource Allocation Plan for Equalization, 1976

school sites must be made. Such information is vital to address policy issues surrounding questions such as: How much does it cost to maintain a building? Is it cost effective to keep certain buildings open? Are buildings used to their full capacity?

The third policy issue was the utilization of resources relating to special education. The District like many other public school systems, was expanding its special education system and using a variety of approaches to the delivery of special education services such as mainstreaming. If the distribution of services and the impact of alternative delivery modes are to be assessed, the policy maker requires answers to the following questions: Who has been receiving special education services? Are the resources equally available to all those in need?

All of these issues revolve around the allocation and/or distribution of resources among school building sites. This report describes an information system that will provide access to information describing the facilities, pupils, staff and materials and supplies at each school building. In addition, it will provide the capacity to assess the distribution of facilities, materials and staff in terms of the resources available for specific types of educational services at each building. Because of the critical importance of equity related issues, much of the discussion in the report centers on the information necessary for creating an alternative resource plan and the administrative reporting procedures necessary for maintaining such a plan.

OVERVIEW

A school-by-school reporting system will provide the information required to assess alternative solutions to the problems of equalization or resource allocation which must be resolved in any school system. This report is a first step in the development of such a system. Chapter I provides a description of the strengths and weaknesses of existing data collection and reporting procedures. Chapter II describes a school based reporting system which integrates existing data collection systems and provides a flexible, responsive reporting capability. Chapter III suggests an action plan to facilitate the development of a school-by-school reporting system tailored to the information needs of the D.C. School System. This overview presents the answers to commonly asked questions about a school-by-school information system.

1. Why does D.C. need a school based information system?

Each year, the D.C. school system receives hundreds of requests from Federal and city administrators, Federal judges, school board members, central, regional and local school administrators, parents and the public. Many of these questions focus on the allocation of resources among school buildings and the monitoring of the actual delivery of services throughout the school year.

Examples of such questions include:

- How are the teaching staff allocated among schools?
- What supplies and equipment have been requested by each school?
- What is the time period between a request and the delivery of the supplies?
- Where are building maintenance funds spent?
- Do some schools have unusually high rates of teacher absenteeism?

2. What types of information are required as input into a school based reporting system?

The three types of data required are:

- School Plant Descriptors - data identifying school characteristics including the name, location, available facilities, and capacity;
- Resource Utilization - data describing allotments and expenditures for staff and equipment, books, supplies and maintenance, utilities and other noninstructional services;
- Pupil Characteristics - data describing the number of pupils enrolled and attending classes within a school building and the home background and learning needs of those pupils.

3. What types of reports should the system produce?

The content of the reports must, of course, be flexible if the system is to respond to the wide range of questions asked of the school system each year. However, the system must provide a capacity to:

- provide point-in-time reports on both resource allocation and utilization. For example, the system should be able to describe the number of classroom teachers allocated to each school and the number of classroom teachers actively employed at a school building on a given date;
- provide cumulative reports which summarize resource utilization over a selected time period. For example, the system should be able to describe the dollars expended for staff and materials within any portion of a school year;
- provide information in a comparative context. The system should facilitate comparisons of schools with similar characteristics (region, grade, enrollment size) and across school years. In addition, the system should provide comparisons of resource allocations with the actual delivery of services to a school building.

4. What kind of reporting format will enhance the utility of the information produced by the reporting system?

Each report should be self contained. This means that the reader should be able to understand the report without interaction with those responsible for its preparation. The prerequisites of a self contained report are:

- the objectives of the report are described in the title and supplementary footnotes;
- the division or office within the school system or D.C. government responsible for the data collection and analysis are clearly labelled;
- the content of the report is fully documented including definitions, origin (by responsible data collection agency), and date of all data elements;
- the meaning of the report is highlighted by the organization and format of the data display. The order of the data, by region, school size and/or grade span, is selected in accordance with information needs and interests of the proposed audience. Where feasible, flags are used to highlight data of interest.

5. How does the school system now prepare school-by-school reports?

Presently, all school-by-school reports are prepared on an ad hoc basis. A few reports such as the equalization and comparability reports are prepared with the assistance of a computerized data analysis program. Most reports are manual tabulations of data maintained in paper and index card files in offices and school buildings scattered throughout the school system and the D.C. Government.

6. Why can't the existing data analysis and reporting system prepare the reports described in the response to previous questions?

The major obstacles to school-by-school reporting are the inaccessability, incompleteness and inaccuracy of essential data.

- Many key data items including expenditures for staff salaries, materials and supplies and building maintenance are maintained by governmental departments other than the school system.

- Much of the requisite data, particularly that describing pupil characteristics, are maintained in paper files. When computer assisted analysis is used, the data must be transformed into a computer readable format.

- There is little coordination among offices of the D.C. government responsible for collection of essential data. The resulting incompatibility of cost center codes, data definitions and reporting formats is a major barrier to the analysis and presentation of school-by-school information.

- Officers and agencies responsible for data file maintenance rarely verify data accuracy. The few verification procedures established are designed to meet the needs of the agency which maintains the file. For example, the D.C. government agency that maintains the payroll file checks only data items which might lead to an unauthorized or inaccurate payment. Data errors in a position title, cost center allocation or other data of primary importance to the school system may go undetected and uncorrected for many years.

- Few of the data files allocate resources among school buildings. The position control and the personnel file now allocate all positions and staff to a single cost center. Itinerant staff shared by more than one building are assigned to a single school building. The equalization and comparability reporting system requires information from a manually maintained membership file, telephone survey, and site visit information to determine the allocation of itinerant staff among school buildings. Some data such as the allocation of substitute teachers among school buildings or the absentee rate of school staff are not currently maintained in an accessible format.

7. How would an integrated school-by-school reporting system overcome the difficulties of existing data systems?

Most of the difficulties of the existing system stem from incomplete, inaccurate or inaccessible data. The proposed system requires a substantial investment in data file development before any report is produced. Once established, the system will significantly increase the range of information available to the school system. These reports will be produced in a fraction of the time at a fraction of the cost now required for a single school-by-school report.

8. What will the system look like?

The system will have two major components:

- a data base system which captures data from existing files as they become available. Data will be verified as it is input into the system. If uniform standards for data definitions, coding, reporting and verification are adopted by responsible data collection agencies, the data file collection and maintenance tasks will be significantly reduced.

- a reporting and analysis system which allow the analyst preparing the report to select a wide range of tabulation and reporting options without tedious computer programming.

9. What must be done to develop a school-by-school reporting system?

Development of this system will require a commitment of resources and energy by the School Administration and Board. An office of the school system must be charged with developing the new information system. Responsibilities will include:

- cataloguing of the data requirements and establishing data priorities;

- completing a comprehensive review of existing data systems;

- developing a detailed system plan for the step by step implementation of the data base and analysis system;

- allocating the necessary authority and resources for implementation of the system plan.

Chapter I

The Current School-by-School Reporting Procedures

Chapter I: The Current School-By-School Reporting Procedures

This chapter presents an overview of the procedures used to prepare school level data. At the present time, there is no general school based management information system. When a department receives a request for school level data, a four step process is initiated. This process consists of:

- collection and merger of data elements from various departments or school buildings within the school system and D.C. Government agencies;
- verification of the accuracy of the collected data and of the file merger process;
- design and implementation of an analysis procedure;
- preparation and presentation of the final report.

Because many of the data elements required for such reports are not routinely collected, maintained, or verified at the school level, each new report generally results in new requests for information from school principals already burdened with heavy reporting responsibilities. Often, the new request is to verify data submitted by the principal in previous reports to various departments, at various points in time.

Often, the data analysis is manually performed. Preparation of a report in reply to a single request is not an arduous task for 200 schools. However, time requirements for manual processes severely restrict the number of requests that can be produced, while a computer could process a request in seconds.

For reports where a number of iterations of the data are expected, such as equalization or comparability, the computer is often used. However, such programs are generally written to read specific data fields and perform specified functions. A request for exploration of an alternative formula to allocate staff requires several days or weeks because a new data processing program must be designed and developed.

Despite these limitations, the proposed enhancements to current capabilities will depend heavily on current data systems for raw data collection and editing. Furthermore, many reporting requirements of the new system will be expansions of current reports. Thus, the current systems are the foundation for the school based

management information system.

Section 1 of this chapter describes the current procedures used to collect and maintain the data required for school-by-school reporting. Section 2 provides examples of the procedures used to prepare two significant school based reports: the Equalization Reports and the School Building Maintenance and Repair Report. Section 3 provides a summary of the procedures for integrating the current data collection and reporting systems into a school based management information system.

Section 1: The Existing Data Collection Systems

This section describes current procedures used to collect and maintain the three types of data that are the building blocks of a school based management information system. These are:

- School Plant Descriptors - data identifying school characteristics including the name, location, available facilities, and capacity of a school building.
- Resource Utilization - data describing allotments and expenditures for staff, equipment, books, supplies, maintenance, utilities and other non-instructional services.
- Pupil Characteristics - data describing the numbers of pupils enrolled and attending classes in a school building and the demographic and academic descriptors of the school's pupil population.

Section 1.1: School Plant Descriptors

Plant descriptor data are collected and maintained by the Division of Building and Grounds. Many of these data, including school location, date of construction and number of square feet per building, are maintained in index card files. Detailed descriptions of each school building including number of square feet per room are available from the blue prints maintained by this division. The School House Accommodation Report available in both computer type and printed report form contains the following data for each school building: (a) a building code (which is not, however, the cost center code used in the accounting system); (b) the school name; (c) capacity (the number of pupil stations); and (d) the school facilities (the number of rooms by functions, e.g., regular classrooms, auditoriums, gymnasiums). This current file was prepared by a school building survey in 1972.

Capacity measures are calculated from pupil/teacher ratios mandated for each room type. For example, the approved pupil/teacher ratio for an ordinary classroom is 27 to 1. Therefore,

a school with 10 regular classrooms would have 10 regular classroom teacher stations and 270 pupil stations.

Updating procedures for this file capture the results of four possible kinds of changes which occur within the school. These changes include:

1. additions or deletions from the school building inventory. As new buildings become available, they are entered into the file. Old buildings are deleted if they are removed from the inventory by demolition or transfer to another government agency or private group.

2. structural changes to rooms which alter functional inventory and capacity measures. For example, if wall partitions are built in regular classroom space in an existing building, the room inventory is updated to reflect the addition of the new offices and deletion of the classroom. Capacity measures are updated to delete the teacher and pupil stations in the deleted classroom space.

3. functional changes to school buildings which alter capacity counts. For example, if a school is transferred from the Department of Elementary Education to the Department of Secondary Education, the mandated pupil/teacher ratios for each room must be updated to reflect its altered status.

4. changes in the Board mandated pupil/teacher ratios for rooms of specific grade levels or functions. This type of change could alter the recorded number of teacher and pupil stations without changing building structure of function. Such changes reflect changing policy on the pedogically "correct" pupil/teacher ratios by grade level and classroom function.

A major limitation of this file is that it reflects the physical structure of a school building. If a principal chooses to adapt a regular classroom to a special function such as music, art or team teaching, the capacity measures recorded on the School House Accommodation File would not reflect the actual room utilization. The current file was prepared in 1972. Modifications to buildings completed since then will not be recorded until the next file update which has not been scheduled.

Other plant descriptors that may be compiled by surveys or review of accounting or personnel data are:

- type of heating and cooling systems, and
- fuel used for heating and cooling.

Comparison of Selected Staff Data Elements Available from Position Control, Personnel, Payroll and Membership (Form 19) Files

Position Control File	Personnel File	Payroll File	Membership Reports (Form 19)
Position Control No.	same	same	
Accounting Code No.	same	same	
Position Fund Source (e.g., District Appropriations, Impact Aid, ESEA Title I)	same	same	
Grade or Pay Level	same	same	
Position Title	same	same	
Position Status (vacant or filled)	same	same	
Position type (e.g., regular, temporary)	same	same	
Cost Center No.	same		
	Incumbent Pay Step	same	
	Date of Next Step Increase		
	Current Annual Salary		
	Employee Name	same	same
	Social Security Number	same	same
	Race		
	Sex		
	Service computed Date		
		Salary paid this period	Specific grade taught (if regular teacher)
		Benefits paid this period	
		School building to which check is sent	Percent of time allocated to each school bldg.
		Cumulative Salary paid this calendar year	
		Benefits paid this calendar year	

Section 1.2: Resource Utilization

Resource utilization data include three types of data elements:

- Staff and position descriptors - data describing staff positions, staff characteristics and costs.
- Materials and supplies - data describing instructional materials requested and purchased, including textbooks, teaching supplies, library books and audiovisual equipment.
- Operational Maintenance - data describing the type, data and dollar value of supplies or services requested and purchased. These data include services such as repairs and improvements bought from General Services or supplies and utilities (e.g., fuel oil, gas, and electricity) needed to operate the school plant. Operational staff costs (e.g., custodial and maintenance staff on the school system payroll) are included in the staff category.

A description of procedures currently used to collect these data is found in the following sections.

Section 1.2.1: Staff and Position Descriptors

Staff data are maintained in four files:

- The Position Control File (PCF) which contains a record describing each authorized position in the D.C. school system;
- The Personnel File which contains a record describing each employee of the D.C. school system;
- The Payroll File which contains a record describing the salary and benefits paid to each person working in the D.C. school system during the current pay period, and
- The Membership Reports (Form 19) which list all instructional staff and the proportion of time each member provides services to each school building. (This form is also the major tool for collecting pupil membership counts as described on page I-17).

Figure 1-1 presents an overview of the data items contained in each file which are commonly used in school based reports. The three computer type files, position control, personnel and payroll files, contain only one record per staff unit (a position in the case of the position control file, an employee in the case of the personnel and payroll files). The membership reports, on the other hand, do record the proportion of time a staff member is assigned to each building. The following sections will describe the process used to update and maintain these files and to inform the schools and regional offices of changes to the centrally maintained files.

The Position Control File (PCF): The primary function of this file is to ensure that personnel are assigned only to authorized positions. This file is used by the Personnel Office to verify that a position exists as described on the Personnel Action Request and is vacant. Before an appointment is made, the position identification number is typed into a computer terminal linked to the PCF file stored in direct access mode. If the position number is found, the file contents including selected Personnel Accounting File (PAF) data are listed on a cathode ray tube screen. If the position is vacant and all descriptive information including the account number is correct, a Board Order (Form 1) is completed and sent to the Personnel Director or School Board for approval. (Board authorization is required for appointments of positions graded TSA 15 and above). If the position number is not found, the Personnel Office works with the Regional Office and the school to determine the problem source. Often, a position number is not found because of a coding error on the Personnel Action Request. However, many errors reflect a genuine misunderstanding of the number or account source of position allocations within a school or region. All such errors are detected and corrected before an appointment is made, ensuring that the PCF and PAF remain congruent with the positions listed in the Budget.

The PCF may be used for review of the allocation of full time positions among the district's schools. The file may be listed in hard copy (paper) format. This will provide the School Board, central administration, Regional Superintendent or School Principal with a list of positions allocated to each school. Available data include:

- the position number and account code;
- the position title;
- the position grade;
- the position type (permanent or temporary);
- the position status (filled or vacant);
- position incumbent name and Social Security number (if filled on PAF).

The PCF does not contain a description of the allocation of staff shared by more than one school because there is only one record for each position. Positions shared by more than one school are allocated to a single cost center, generally the school receiving the largest percentage of the itinerant staff services. Some positions providing services to a large number of school buildings such as substitute teachers are assigned to central administration or regional office cost centers.

Figure 1-2 displays the process used to update the PCF. When a school requests a position to be added to the school, the Regional Office completes a Budget Change Request (Allotment Form 76-1 displayed in Figure 1-3). This form is forwarded to the Budget Office Position Control Unit which edits the PCF. The newly created position is listed as vacant until the Division of Automated Information Service (AIS) enters the Board Order (Form F) data into the PAF. The process used to update the PAF is described in the following section.

The Personnel Accounting File (PAF): This file provides a wide range of descriptive material about each employee of the D.C. school system. In addition to race and sex, this file contains the Civil Service or Teacher Salary Act grades and pay step information needed to compute longevity payments, a commonly requested data element in school based reports. As noted in the previous section, selected fields on the report including the incumbent name and Social Security number are stored in a direct access format readily cross-referenced by the PCF. The number of data fields which can be cross-referenced is to be expanded. A major impediment to the accessibility of this file is the quality of the PAF data. Before a data item is integrated with the PCF, the 11,000 file records must be reviewed and corrected.

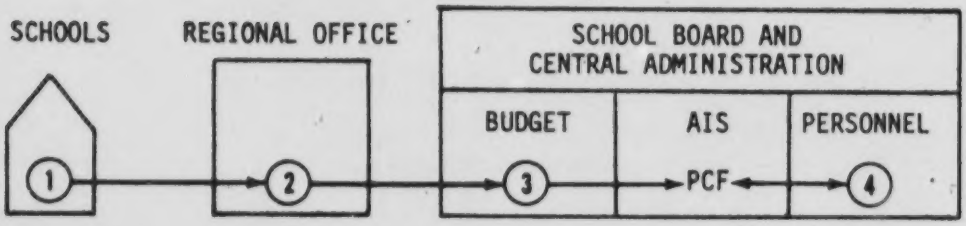
The PAF is updated each time a new employee is added or an existing employee changes status (e.g., changes schools or is promoted to a higher grade). Figure 1-4 presents an overview of the process used to add a new employee record to the file. The school principal sends a memo to the Regional Superintendent requesting that an individual be appointed to a position assigned to his or her school. The Regional Superintendent prepares a Personnel Action Request (Figure 1-5) which includes the position number and account code. When Personnel receives the Personnel Action Request, the PCF file is queried to determine if the position is vacant and assigned to the requesting school (Page I-5 contains a description of the process). Once the position vacancy has been verified, a Board Order (Form 1 - Figure 1-6) is prepared for review and signature by the Director of Personnel and/or the School Board. (Only positions TSA-15 or above require School Board approval). If approval is obtained, the signed Board Order is burst and distributed to the Budget Office, the Personnel Office, the Regional Office and the schools losing and gaining services. The Personnel Office copy is transmitted to the Division of Automated Information Service which enters the information into the PAF. In addition to the Board Order, each of the government units listed above receives a memo from Personnel describing the appointment.

The PAF like the PCF assigns individuals to a single cost

Figure 1-2

POSITION CONTROL FILE INFORMATION FLOW

-Set Up or Change Position Assignment-



(1) Principal generates a memo requesting that a position be assigned to his or her school. This may be done at the same time a memo is sent asking that someone be appointed to the new position.

(2) The Regional Office completes a Budget Change Request (Allotment Form 76-1) requesting that a position be deleted from one account and added to another.

(3) The Position Control Unit of the Budget Office edits the PCF and the Budget and Fiscal files. This edit creates a record for the new position and deletes the record for the position eliminated. The edited PCF has a record for the new position. One data field indicates that the position is vacant.

(4) When the position is filled, a copy of the board order (Form 1) is sent to the Division of Automated Information Service which updates the Personnel Accounting File (PAF). Because the PCF is integrated with selected data in the PAF, the PCF lists the newly appointed incumbent and changes the position status code to "filled."

Figure 1-3

BUDGET CHANGE REQUEST
D. C. PUBLIC SCHOOLS

ACCOUNTABLE OFFICE: _____ DATE: _____

REDUCE ACCOUNT NO. _____ / _____ / _____ BY: $ _____
Main Object / Sub-Object

INCREASE ACCOUNT NO. _____ / _____ / _____ BY: $ _____
Main Object / Sub-Object

CHANGE POSITION ALLOTMENT:

	(Account Code)	(Grade)	(Title)	(Position No.)	Cost (Center)	Expiration (Date)
FROM:						
TO:						
DELETE POSITION:						
ADD POSITION:						

CHECK ONE: [ ] Reprogramming (temporary change) [ ] Redirection (permanent)

JUSTIFICATION (include reason reduction is possible): _____

REQUESTED BY: _____
Accountable Office Reduced

ACCEPTED BY: _____
Accountable Office Increased

APPROVED: _____
State Grant Office

APPROVED: _____
Deputy Superintendent

APPROVED: _____
Superintendent of Schools

BUDGET DIVISION USE ONLY

Ledger No. _____ Date _____

Approved: _____
Budget Director

ALLOTMENT CHANGED:

Date: _____ Change No. _____ _____
Initials

REDIRECTION RECORDED:

Date: _____ Batch No. _____ _____
Initials

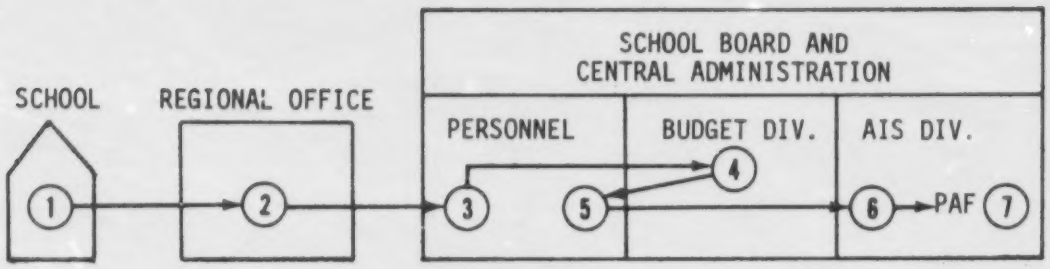
Checked: _____

Budget Division
Allotment Form 76-1

Figure 1-4

PERSONNEL FILE INFORMATION FLOW

A. Set Up or Change a Personnel Assignment



(1) Principal generates a memo requesting that a specific individual be appointed to a position allocated to his or her school

(2) Regional Office completes Personnel Action Request

(3) Regional Office sends request to the Personnel Office

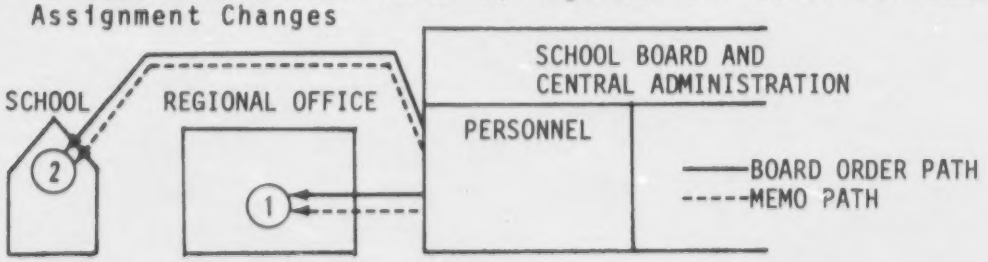
(4) Personnel Office verifies position vacancy and that the proposed personnel meet the position requirements

(5) The Personnel Office completes a Board Action Form (Form 1), obtains authorizing signature of Director of Personnel and School Board (if required), and

(6) Sends a copy to the AIS Division

(7) AIS Division enters data into PAF

B. Procedure to Inform Schools, Regional Office of Personnel Assignment Changes



(1) Personnel sends copy of Board Order (Form 1) and memo to Regional Office

(2) Personnel sends copy of Board Order (Form 1) and memo to schools changing and/or losing services

Figure 1-5

PERSONNEL ACTION REQUEST

_____
(DATE)

TO: _____

FROM: _____

NAME OF EMPLOYEE (1) _____ SS# (2) _____

TELEPHONE NO. (3) _____ ADDRESS: (4) _____

RECOMMENDED

NATURE OF ACTION: (5) _____ EFFECTIVE DATE: (6) _____

		TO
POSITION TITLE	(7)	
POSITION NUMBER	(8)	
CLASS OR GRADE	(9)	
SALARY	(10)	
SCHOOL/LOCATION	(11)	
STATUS OF POSITION	(12)	

NATURE OF ACTION	VICE: (13) ACCOUNTING CLASSIFICATION CODE: (14) _____
REMARKS: (15) _____	

DIRECTIONS

NATURE OF ACTION	ITEMS TO BE COMPLETED
APPOINTMENTS	ALL ITEMS
RE-APPOINTMENTS	ALL ITEMS
PROMOTIONS	ALL ITEMS EXCEPT (3)
DEMOTIONS	ALL ITEMS EXCEPT (3)
TRANSFER	ALL ITEMS EXCEPT (3) (9) (10)
CHANGE OF STATUS	ALL ITEMS EXCEPT (3) (9) (10)
RESIGNATION	(1) (2) (4) (5) (6) (15)
RETIREMENT	(1) (2) (4) (5) (6) (15)
LEAVE OF ABSENCE	(1) (2) (4) (5) (6) (15)
RETURN TO DUTY	(1) (2) (4) (5) (6) (14) (15)
CHANGE OF NAME	(1) (2) (4) (5) (6) (15)

_____ SIGNATURE (DIV. OF PERSONNEL)

_____ SIGNATURE (INITIATING OFFICER)

Figure 1-6
Board Order Form 1

BALTIMORE BUSINESS FORMS, INC. 2 WASH. OFFICE - 887 - 7887 491214

D. C. FORM 1 PS (1979)

GOVERNMENT OF THE DISTRICT OF COLUMBIA

(FILE NO.)

PERSONNEL ACTION

PUBLIC SCHOOLS

SOCIAL SECURITY NO. 002 | MJC 003 | 2. NAME ADDRESS 008 LAST FIRST MIDDLE 009 | 1. MR. 2. MRS. 3. MISS | 3. PERSONNEL ACTION NO

DATE OF BIRTH 221 | 5. EMPLOYMENT DATE | 6. VETERANS PREFERENCE 1. NONE 2. 5 PT. 3. 10 PT.

NATURE OF ACTION | NTE DATE (TEMP. APPT.) 232 | 8. RESIDENCE 074 1. DC 3. VA 2. MD 4. OTHER | 9. APPROVED BY BD. OF ED. MEETING OF _____ APPROVED BY BD. OF ED. POLL ON _____

EFFECTIVE DATE 182 | 11. FEGLI (Regular) 084 1. COVERED 2. INELIGIBLE 3. WAIVED | FEGLI (Optional) 086 1. UNDER 35 2. 35 THRU 54 3. 55 AND OVER | 12. SERVICE COMP. DATE 222 | 13. HEALTH BENEFITS CODE 081 | CARRIER CONTROL NO. 080

FROM:

14. POSITION TITLE AND NUMBER	15. PAY SCHED. SERIES	16. GRADE STEP	17. SALARY TIME SERVICE
	18. ORGANIZATIONAL UNIT		SCHOOLS ONLY TENURE IN SYSTEM: TENURE IN POSITION:

TO:

19. POSITION TITLE AND NUMBER	20. PAY SCHED. SERIES 225	21. GRADE 031 STEP 032	22. SALARY 033 TIME SERV 043
	23. ORGANIZATIONAL UNIT		SCHOOLS ONLY TENURE IN SYSTEM: TENURE IN POSITION:

24. ORGANIZATION CODE 004 | 25. RETIREMENT 070 01. CS RETIREMENT 02. TEACHERS' RET. 03. POLICE/FIRE 04. JUDGES (3%) 05. JUDGES (3.5%) 06. JUDGES (6.5%) | 26. PHYS. HAND. 236

017 ACCOUNTING CLASSIFICATION CODE | 28. 235 1. STATUTORY CIVIL SERVICE 2. EXCEPTED POSITION

29. SERVICE CODE 026 | 30. RETAINED RATE: (Expiration Date) 224 | 31. LEAVE CATEGORY 191 ENTER 4, 6, OR 8 | 32. LEAVE CEILING 196

33. TYPE OF EMPLOYMENT 027 1. FULL - TIME 2. PART - TIME 3. FULL - TIME TEMPORARY 4. PART - TIME TEMPORARY 9. INTERMITTENT | 34. SEPARATION CODE 234 | 35. TERMINATION CODE 183 1. RESIGNED 2. RETIRED 3. TRANSFERRED 4. DECEASED 8. MILITARY

36. ☐ SUBJECT TO SATISFACTORY MEDICAL EXAMINATION AND CHEST X - RAY.

37. ☐ SUBJECT TO COMPLETION OF _____ YEAR _____ PERIOD BEGINNING _____

REMARKS:

38 RECOMMENDED _____ DATE

39 _____ SUPERINTENDENT OF SCHOOLS DATE

center. If an individual is assigned to more than one school, the parttime assignment to each school receiving services is noted in the "remarks" section of the Board Order. The memo noting schools sending and receiving services also lists each receiving school. However, only one cost center, usually the one receiving the largest proportion of the individual's services is listed in computer accessible files such as the PAF and PCF.

The Fully Integrated PAF and PCF

The Office of the Budget is developing an integrated PAF and PCF file. When this project is fully operational in July of 1976, the Budget Change Request Form and the Personnel Action Request form will be replaced by a single form, the Personnel and Position Control Authorized Record (OMS Form 76-2, Figure 1-7). The Regional Superintendents will be given a record for each position assigned within their district. The position information will be preprinted in the record. Changes to the integrated PAF and PCF file will only be made if a record form with additions or corrections is presented to Personnel or to the Position Control Unit. The information will be entered directly into a file in a process similar to that now used for the PCF.

The process for requesting a position or personnel change will remain the same. The unified form will ensure that personnel information is entered into the PAF when the appointment is made (without transmitting a form between Personnel and AIS) and that all the position identification is entered correctly in both the PCF and PAF.

The Payroll File(s): The Payroll file provides the information required by the U.S. Treasury to calculate and print payroll checks for a specific pay period and to send the printed checks to a designated pick-up point (usually a school building). These files contain a record for each individual to be paid in a given pay period including the name, Social Security number, salary, take home pay and deductions.

Figure 1-8A presents an overview of the process which creates a payroll file. Three government agencies, the D.C. School System Payroll Office, the District of Columbia Shared Computer, and the U.S. Treasury cooperate to produce the file. The Payroll Office is responsible for printing, distributing, and collecting the Time and Attendance forms (Figure I-9). The sheets are sent to the school or the building at which school staff pick up their check. In the case of school staff, the school secretary maintains an attendance log for all staff members. If a staff member works in more than one building, the school at which he or she collects the check is responsible for maintaining attendance records and for completing the Time and Attendance form. Attendance at schools other than the one responsible for

Figure 1-7

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA
PERSONNEL AND POSITION CONTROL AUTHORIZED RECORD

ACCOUNTABLE OFFICE	TELEPHONE NUMBER	DATE PREPARED

PART I. REQUEST FOR POSITION ACTION

A. KIND OF ACTION REQUESTED (SPECIFY REPROGRAMMING (TEMPORARY) REDIRECTION (PERMANENT) DELETE ADD ETC.)

FROM

1. ACCOUNT CODE	2. GRADE	3. TITLE CODE	4. POSITION NO.	5. COST CENTER	6. EXPIR. DATE

TO

7. ACCOUNT CODE	8. GRADE	9. TITLE CODE	10. POSITION NO.	11. COST CENTER	12. EXPIR. DATE

13. SIGNATURE ACCOUNTABLE OFFICE REDUCED	14. SIGNATURE ACCOUNTABLE OFFICE INCREASED	15. DATE

PART II. REQUEST FOR PERSONNEL ACTION

A. KIND OF ACTION REQUESTED (SPECIFY APPOINTMENT REASSIGNMENT RESIGNATION ETC.)

1. SOCIAL SECURITY NO. 002	MJC 003	2. NAME ADDRESS 008 LAST FIRST MIDDLE 009	1. MR. 2. MRS. 3. MISS	3. PERSONNEL ACTION NO.
4. DATE OF BIRTH 221	5. EMPLOYMENT DATE			6. VETERANS PREFERENCE 1. NONE 2. 5 PT. 3. 10 PT.

7. NATURE OF ACTION	NTE DATE (TEMP. APT.) 232	8. RESIDENCE 074 1. DC 3. VA 2. MD 4. OTHER	9. APPROVED BY BD. OF ED. MEETING ON _____ APPROVED BY BD. OF ED. POLL ON _____

10. EFFECTIVE DATE 182	11. PEGLI (REGULAR) 084 1. COVERED 2. INELIGIBLE 3. WAIVED	PEGLI (OPTIONAL) 086 OPTIONS 1-7	12. SERVICE COMP. DATE 222	13. HEALTH BENEFITS CODE 081 CARRIER CONTROL NO. 080

FROM

14. POSITION TITLE AND NUMBER	15. PAY SCHED. SERIES	16. GRADE STEP	17. SALARY TIME SERVICE
	18. ORGANIZATIONAL UNIT		FUNDING SOURCE 01 TENURE IN SYSTEM 01 TENURE IN POSITION

TO

19. POSITION TITLE AND NUMBER	20. PAY SCHED. SERIES 225	21. GRADE 031 STEP 032	22. SALARY 033 TIME SERV. 041
	23. ORGANIZATIONAL UNIT		FUNDING SOURCE 01 TENURE IN SYSTEM 01 TENURE IN POSITION

24. ORGANIZATION CODE 004	25. 070 RETIREMENT	01. CS RETIREMENT 02. TEACHERS RET 03. POLICE/FIRE 04. JUDGES (5%) 05. JUDGES (5.5%) 06. JUDGES (6.5%) 11. FICA 12. NONE	26. PAYS HAND 236

27. ACCOUNTING CLASSIFICATION CODE 017	28. 235 1. STATUTORY CIVIL SERVICE 2. EXCEPTED POSITION

29. SERVICE CODE 026	30. RETAINED RATE (EXPIRATION DATE) 224	31. LEAVE CATEGORY 191 ENTER 4, 5 OR 6	32. LEAVE CEILING 196

33. TYPE OF EMPLOYMENT 027 1. FULL TIME 3. FULL TIME TEMPORARY 2. PART TIME 4. PART TIME TEMPORARY 5. INTERMITTENT	34. SEPARATION CODE 234	35. TERMINATION CODE 183 1. RESIGNED 3. TRANSFERRED 5. MILITARY 2. RETIRED 4. DECEASED

36. ☐ VICE	37. ☐ SUBJECT TO SATISFACTORY MEDICAL EXAMINATION AND CHEST X-RAY

38. ☐ SUBJECT TO COMPLETION OF _____ YEAR _____ PERIOD BEGINNING _____

39. REMARKS

74

40. RECOMMENDED BY ACCOUNTABLE OFFICE SIGNATURE TITLE DATE

HRS FORM 76-2 (1-76)

PART III. BUDGET DIVISION USE ONLY

CLEARANCES	SIGNATURE	TITLE	DATE
1. APPROVED BY STATE GRANT OFFICE			
2. APPROVED BY BUDGET ☐		DIRECTOR	

PART IV. PERSONNEL DIVISION USE ONLY

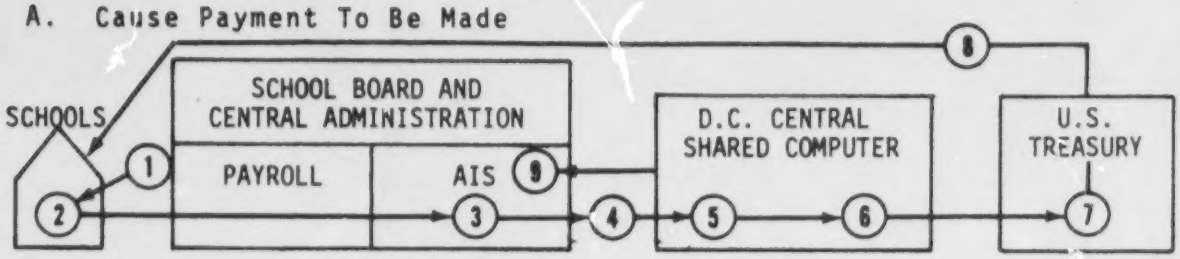
CLEARANCES	SIGNATURE	TITLE	DATE
1. CLASSIFICATION ☐ ADDITIONAL ☐ IDENTICAL			
2. ☐ NEW ☐			
3. ☐ PLACEMENT OR EMPL			
4. ☐ VACANCY ANNOUNCEMENT NO.			
5. ☐ POSITION CONTROL			
6. ☐			
7. APPROVED BY PERSONNEL		DIRECTOR	

PART V. ADDITIONAL REMARKS

INDICATE PART AND ITEM TO WHICH REMARKS APPLY

Figure 1-8: PAYROLL FILE DATA FLOW

A. Cause Payment To Be Made

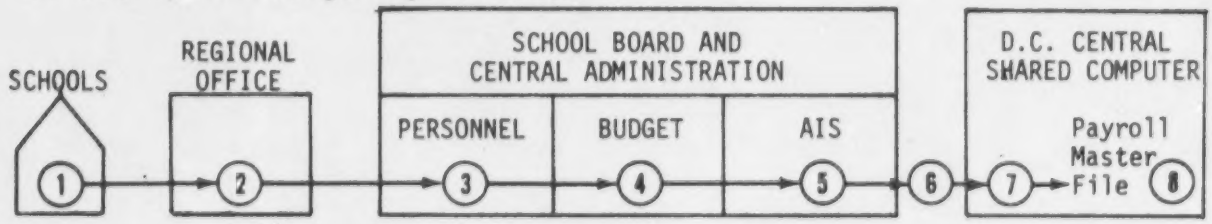


This system is newly implemented (Sept. 1975). Prior to that date, a person could be paid without a Time and Attendance Form.

1. Preprinted Time and Attendance forms are mailed to schools
2. School secretary or clerk completes forms, and
3. Sends them to School Board which
4. Forwards them in batches to D.C. Central Computer
5. D.C. optically scans Time and Attendance Forms, and
6. Prepares payroll work tape, and
7. Sends tape to U.S. Treasurer for payment
8. Treasurer sends checks to schools
9. D.C. sends detailed payroll data to Automated Services Division

NOTE: Payroll tapes include only salary and benefits for the 2 week pay period and cumulative salary and benefits for the calendar year. Cumulative expenditures for the school year are only available by aggregating tapes for all pay periods in a school year.

B. Set Up or Change Payroll Records



1. Principal generates a Personnel Action Memo
2. Regional Office completes Personnel Action Request
3. Regional Office sends request to Personnel Office
4. Personnel verifies that position is vacant and that proposed personnel meets formal position requirements (grade, education level)
5. Personnel Office gets necessary Board approval and completes Board Action (Form 1), and
6. Sends to D.C. Central Shared Computer
7. D.C. keypunches Board Action Form
8. D.C. enters data into Payroll Master File

NOTE: The only "school" code included in the Payroll Master File is the check distribution code. The actual location where services are performed (building number) is not included in this file.

GOVERNMENT OF THE DISTRICT OF COLUMBIA — TIME AND ATTENDANCE

Figure 1-9
Payroll Time and Attendance Forms

CERTIFIED CORRECT

SUPERVISOR

* IN THE CASE OF SICK LEAVE

I CERTIFY THAT THIS ABSENCE WAS IN ACCORDANCE WITH STATUTES AND REGULATIONS AUTHORIZING SICK LEAVE.

SERIES	SR	ST

DAY OF MONTH	REG. DAYS HR.	ADMIN. PREM.		PART TIME FACULTY		ANNUAL	SICK	COMP.	LWOP (L) AWOL (A) SUSP. (S)	MIL	OTHER	ABSENT FROM	ABSENT TO	ABSENT *UNIT
					BAL.									
					ACC.									
					AVL.									
TO					ADJ									
N-W-K					TOT									
ADJ					BAL									
BAL.														

EXTRA DUTY $

GROUP

SOCIAL SECURITY NUMBER

MJC

NAME

NEW HIRES ONLY

REGULAR

ADMIN. PREM.

EXTRA DUTY

PART TIME FACULTY

TIME WORKED

L E A V E

ANNUAL

SICK

COMP.

LWOP

AWOL

SUSP.

MIL.

OTHER

TIMEKEEPER

77

PLEASE PRINT LIKE THIS FORMING FIRMLY: 1234567890X

NOTES:
1. MARK ☒ BOX WITH (X) ONLY IF FIELD IS NEGATIVE.
2. CODE FRACTIONS AS FOLLOWS: ¼=2, ½=5, ¾=7

SF-1130-A REV. 7/74

the Time and Attendance Form is verified by a phone call to the schools known to share the services of a staff member. The memo describing personnel assignments (described in the previous section) informs the secretary of the percentage of time an itinerant staff member is allocated to each school. This information is used only to verify hours which are listed on the Time and Attendance form. The allocation among school buildings is not recorded in a computer readable file.

Figure 1-8A presents an overview of the process used to create a payroll tape. A payroll file is created for each pay period upon receipt of the Time and Attendance sheets. The D.C. Shared Computer uses the Time and Attendance Sheets to determine the number of hours for each individual who is to be paid. The Payroll Master File containing the grade, pay scale, and benefit information for each school system employee provides salary information. Each payroll tape contains the information needed to print the payroll checks including the total salary, benefit deductions, and take home pay for the pay period and a cumulative total for a school year. One copy of the tape is sent to the U.S. Treasury for use in printing the payroll tapes. Another copy is sent to the school system Division of Automated Services (AIS).

Figure 1-8B presents a process used to add or change information stored in the Payroll Master File maintained by the District government. When an appointment is made or a current employee receives a promotion, the Personnel Division sends a copy of the Board Order (Form 1) to the D.C. Central Shared Computer. The information of the Board Order is entered into the Payroll Master File.

The system now used by the District government to verify the accuracy of the Payroll Master File data only checks the data fields which control payment (e.g., the employee name, building to which check is sent, salary and payment levels). Many data items vital to school system management including the position grade are not verified. For example, the Official Payroll Master File lists three Superintendents of Schools. Authorization for Miscellaneous Changes (Form DC-275, Figure 1-10) is used to request editing changes to the Payroll Master File. These changes are entered into the Payroll Master File at irregular intervals determined by the District Computer Facility.

To ensure an audit trail, the District government requires that the paper copy be transmitted for keypunching and entry into the Master File. Because of the edit procedures described above, keypunching errors in the entry of these forms may go undetected. The school system is working with the District government to develop more rigorous file editing and verification standards and to modify the procedure now used to transmit the change

GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF BUDGET & FINANCIAL MGMT.
DISTRICT ACCOUNTING PAY SECTION

PLEASE PRINT OR TYPE

AUTHORIZATION FOR MISCELLANEOUS CHANGES

Use this form when no oth ource document is req d to change data in the master payroll file.

SOCIAL SECURITY NUMBER	MJC	NAME (Last, First, Middle Initial)	ORGANIZATION CODE	EFFECTIVE DATE
- -				

CHANGES OR CORRECTIONS

1 | 004 | DEPT | OFFICE | UNIT | ORGANIZATION CODE

2 | 017 | DEPT | Agcy | Agcy Typ | YR | SYMBOL | BUDGET ACT | LM | ACTIVITY | MAIN OBJ | SUB OBJ | ACCOUNTING CLASSIFICATION CODE

3 | 043 | . | REGULAR HOURS OR DAYS IN TOUR (TIME SERVICE)

4 | 044 | PAY STATUS

5 | 002 | - | - | SOCIAL SECURITY NUMBER

6 | 026 | SERVICE CODE

IDENTIFY DATA BELOW:

7
8
9
10
11

REMARKS:

PREPARED BY

DC-675 (7-72)

J-8818-74

Figure 1-10 Authorization for Miscellaneous Changes

requests. One possible method for error reduction will be to transmit an edited computer tape copy of the DC-275 form to the D.C. Shared Computer.

Because the interagency negotiation and cooperation needed to change the Payroll Master File Update procedures is likely to be lengthy, the Budget Office is developing a system to verify and edit the payroll tapes received from the District Shared Computer. This will allow use of the payroll data in school system management reports. However, this is a short term solution to the Payroll file problem as it will, of necessity, result in a discrepancy between the "official" Payroll Master File and the one used for school district management.

The Membership Report Form 19 (Figure 1-11). For elementary schools, this form contains a list of all instructional staff by:

- name;
- grade level taught;
- number of boys and girls enrolled in his or her class (for classroom and special education teachers);
- full time equivalent assignment to each school to which he or she provides service.

For secondary schools, these forms list the number of full time equivalent teachers at each grade level and the number of boys and girls enrolled in each grade. This form is forwarded to the Division of Planning, Research and Evaluation through the Regional Offices. In some regions, copies are filed directly with the Division of Planning, Research and Evaluation. Figure 1-12 displays the collection date for each form. A schematic is not provided because the files are maintained manually. The newly collected reports are placed in labelled file folders.

Irregularly, these forms are coded into a computer processing format and transmitted to the Division of Automated Services for transfer into machine readable format. This is done, for the most part, as a segment of the data base preparation required for the equalization and comparability reports. These forms record only personnel actually on-site in a school building; vacancies are not reported.

Figure 1-11

Membership Report Form 19

Form 19—Revised 1968

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA
MEMBERSHIP REPORT

Merritt School Building

Date December 4, 1975

Membership equals the number belonging on the date of this report, i. e., the number enrolled minus those who are permanently discharged.

GRADE AND SPECIAL CLASSES	NAME OF TEACHER	BOYS		GIRLS		TOTAL
6	Barfield, Portia K., Mrs. (Perm.)	14		13		27
6	Gee, Judith A., Mrs. (Perm.)	16		13		29
5	Blount, Geraldine E., Mrs. (Perm.)	17		13		30
5	Jenkins, Lucille G., Mrs. (Perm.)	19		12		31
4	Greene, Mildred E., Miss (Perm.)	19		15		34
4	Makel, Mary A., Miss (Perm.)	19		16		35
3	Hall, Jeanette H., Mrs. (Perm.)	19		16		35
3	Dixon, Mary J., Mrs. (Perm.)	9		7		16) 34
2	" " " " "	9		9		18)
2	Welborne, Olive Miss (Perm.)	11		24		35
1	Brown, Eudora D.G., Mrs. (Perm.)	13		9		22
1	Diggs, Alda B., Mrs. (Perm.)	14		9		23
1	Wilson, Elaine J., Mrs. (Perm.)	8		14		22
Kgn A.M.	Price, Geraldine B., Mrs. (Perm.)	5		10		15) 29
P.M.	" " " " "	8		6		14)
Kgn All Day	Wills, Waltine C., Mrs. (Perm.)	9		11		20
Pre-K A.M.	Kennedy, Geraldine H., Mrs. (Perm.)	6		9		15) 31
P.M.	" " " " "	6		10		16)
		✓		✓		✓✓
	GRAND TOTAL,	221		216		437

Figure 1-11 continued

19—Revised 1966

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA
MEMBERSHIP REPORT

Merritt School Building

Date December 4, 1975

Membership equals the number belonging on the date of this report, i. e., the number enrolled minus those who are permanently discharged.

GRADE AND SPECIAL CLASSES	NAME OF TEACHER	BOYS		GIRLS		TOTAL
	Resident					
Counselor	Bowers, Willa M., Mrs. (Perm.)					
Librarian	Felten, Linda L., Mrs. (Perm.)					
Sp.Educa.	Greene, Thelma S., Mrs. (Perm.)					
	Special Subject Teachers					
	Non-Resident					
Psych.	Bender, Ted (Perm.) 1 day week					
Speech	Harrison, Donna H., Mrs. (Perm.) 1 day week					
	TOTAL,					

NUMBER OF: Part-time classes 0 Part-time pupils 0 Pupils on Kgn. Waiting List 0

Number of pupils included above in grades (1 through 6) or grades (7 through 9) who should be in Social Adjustment classes but for whom such facilities are not available 0

Please indicate "none" by zero.

P-1966

Bernard Cole

Principal.

Figure 1-12

Membership Dates - School Year
1975-76

Membership Form	Membership Reporting Date
Form 19	September 11, 1975
Form 19	September 18, 1975
OCR 102	September 25, 1975
OCR 102	October 16, 1975
Form 19	November 6, 1975
Form 19	December 4, 1975
Form 19	January 8, 1976
Form 19	February 5, 1976
Form 19	April 1, 1976
Form 19	May 6, 1976
Form 19	June 3, 1976

The difference between Form 19 and OCR 102 is the level of detail. OCR 102 includes racial and ethnic counts while Form 19 does not.

Section 1.2.2: Materials and Supplies

Materials and supplies are divided into three categories. These are:

1. Textbooks for D.C. approved curriculum, textbooks that are ordered from the publisher by the Division of Logistics in response to a school request;

2. supplies used for every day activities in most schools such as paper, pens and pencils. These supplies are purchased in bulk by the Division of Logistics and stored in the central warehouse.

3. supplies and equipment used to support instructional programs in individual schools. These supplies can be special purpose curriculum materials or equipment or repairs to materials and equipment purchased previously. These materials are purchased by the Division of Logistics after receipt of a request from an individual school.

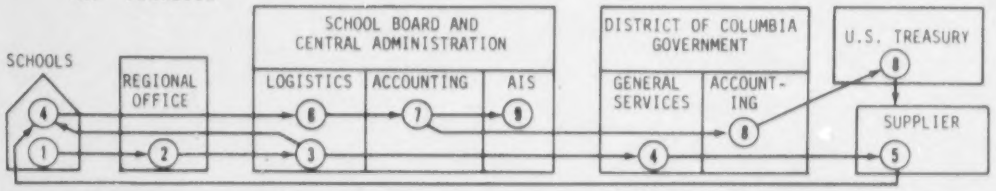
A similar process is used to request and distribute each type of item. However, the request forms and the ordering process are sufficiently different to warrant the separate schematics displayed in Figure 1-13.

The process of recording and monitoring material and supply purchases is complicated by the overlapping responsibilities of the school system and the city government. The school system's Department of Logistics is responsible for coordination of all school system material and supply purchases. However, this school system office does not have purchasing authority. All purchase requests are, therefore, transmitted to the D.C. Government purchasing agency, the Department of General Services. Payment presents a similar problem for the school system. The school system's accounting office records expenditures and maintains a fiscal file. However, the city government accounting office retains authority for authorizing all payments. This dual system can lead to errors or inconsistencies in the accounts. This occurs most frequently when either the school system or the city accounting office inaccurately posts a payment.

Figure 1-13

MATERIALS AND SUPPLIES

A. Textbook



(1)-Principal sends the Textbook Requisition Card (Figure 1-14) to the Regional Office.

(2)-The Regional Office verifies that the school funds in textbook allotment (by service)

(3)-Regional Office sends the Textbook Requisition to Department of Logistics requesting purchase order("floater") be sent to supplier (notes fund obligation in books)

(4)-Logistics sends copy of purchase order to school and forwards the purchase order to the D.C. government Department of General Services and notes the fund obligation in Central school system records

(5)-General Services forwards the purchase order to the supplier and notes the fund obligation in central D.C. government records

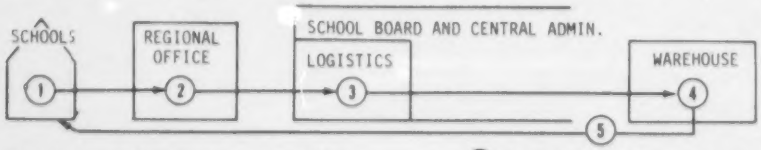
(6)-When the school receives all material, the signed purchase order is returned to Logistics

(7)-Logistics forwards the purchase order to the school system Accounting Office. This office posts the payment to a school cost center index card file and prepares a form to add the expenditure to the school system fiscal file.

(8)-The purchase order is then forwarded the D.C. governement office which posts the expenditure to the fiscal file and authorizes payment by the U.S. Treasury

(9)-In the school system, an automated system maintained by the AIS Division posts expenditures to the fiscal file by all accounting codes except cost center

B. Materials and supplies ordered from D.C. School Warehouse



(1)-Principal sends Request for Supplies or or Repair Services (PSB-A 10M, Figure 1-15) to the Business Office in the Regional Office

(2)-The Regional Office verifies that the school funds in materials and supplies allotment (by service)

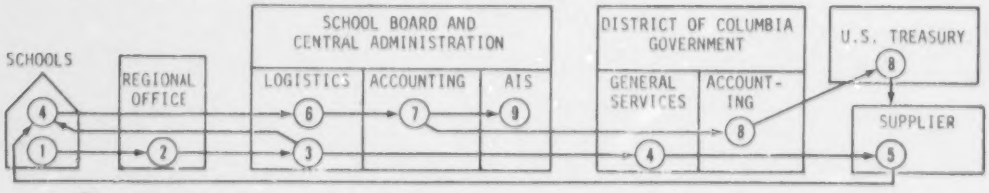
(3)-The Regional Office sends the request to Department of Logistics

(4)-Logistics sends a copy of request to the school system warehouse

(5)-When school receives all material, signed request is returned to Logistics

NOTE: The warehouse stock is ordered by the Logistics Division through the city government Department of General Services. Payment requests are first processed by the school system, then transferred to the city government Accounting Office.

C. Materials and supplies ordered from supplier



(1)-Principal sends requisition (PSBA Form, Figure 1-16) to the Business Office in the Regional Office requesting supplies and equipment

(2)-The Regional Office verifies that the school funds in materials and supplies allotment (by service)

(3)-The Regional Office sends the requisition to the Department of Logistics requesting purchase order ("floater") be sent to supplier (notes fund obligation in books)

(4)-Logistics sends copy of purchase order to school and forwards the purchase order to the D.C. government Department of General Services and notes the fund obligation in central school system records

(5)-General Services forwards the purchase order to the supplier and notes the fund obligation in central D.C. government records

(6)-When the school receives all material, the signed purchase order is returned to Logistics

(7)-Logistics forwards the purchase order to the school system Accounting Office. This office posts the payment to a school cost center index card file and prepares a form to add the expenditure to the school system fiscal file.

(8)-The purchase order is then forwarded to the D.C. government office which posts the expenditure to the fiscal file and authorizes payment by the U.S. Treasury

(9)-In the school system, an automated system maintained by the AIS Division posts expenditures to the fiscal file by all accounting codes except cost center.

SAMPLE

NAME OF SCHOOL

TOTAL AMOUNT SUBMITTED

DATE

SIGNATURE OF PRINCIPAL

ALLOTMENT

COST CENTER

TEXTBOOK CONSOLIDATION

SAMPLE

SCHOOL	CODE	QUANTITY	COST	TOTAL COST

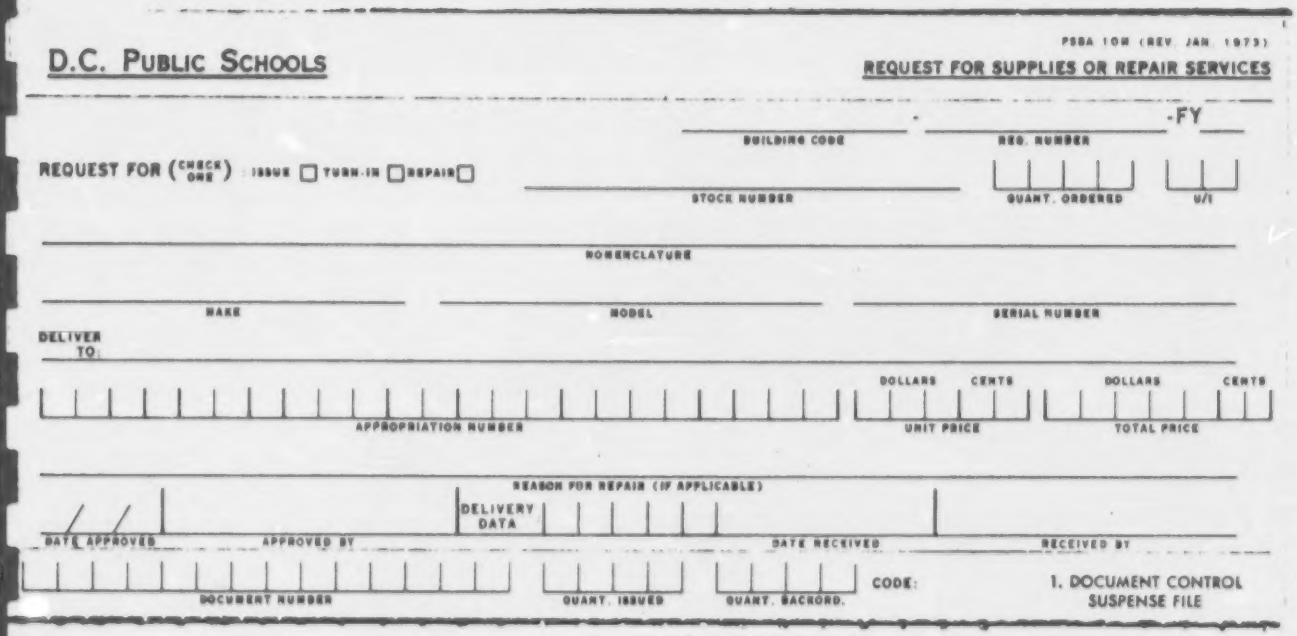
TEXTBOOK REQUISITION

Figure 1-14

Textbook Ordering Forms

Figure 1-15

Materials and Supplies Ordering Form
(Warehouse Materials)



D.C. PUBLIC SCHOOLS

PSSA 10M (REV. JAN. 1973)

REQUEST FOR SUPPLIES OR REPAIR SERVICES

BUILDING CODE - REQ. NUMBER -FY

REQUEST FOR (CHECK ONE) : ISSUE ☐ TURN-IN ☐ REPAIR ☐

STOCK NUMBER | QUANT. ORDERED | U/I

NOMENCLATURE

MAKE | MODEL | SERIAL NUMBER

DELIVER TO:

APPROPRIATION NUMBER | UNIT PRICE (DOLLARS CENTS) | TOTAL PRICE (DOLLARS CENTS)

REASON FOR REPAIR (IF APPLICABLE)

DATE APPROVED | APPROVED BY | DELIVERY DATA | DATE RECEIVED | RECEIVED BY

DOCUMENT NUMBER | QUANT. ISSUED | QUANT. BACKORD. | CODE:

1. DOCUMENT CONTROL
SUSPENSE FILE

Figure 1-16 Materials and Supplies Requisition

INSTRUCTION FOR PREPARATION - SEE REVERSE SIDE

D. C. PUBLIC SCHOOLS **REQUISITION FOR EQUIPMENT, SUPPLIES, OR SERVICES**	1. REQUISITION NO.	2. BUS. ADM. CONTROL NO.
	3. PAGE NO. OF PAGES	4. WHS CONTROL NO.
	5. DATE PREPARED	6. JOB NO.
7. TO D. C. PUBLIC SCHOOLS DEPARTMENT OF BUSINESS ADMINISTRATION 415 TWELFTH STREET, N. W. – 8TH FLOOR WASHINGTON, D. C. 20004	8. FROM *(Requisitioning point—name and location)*	
9. ALLOTMENT AND EXPENSE ACCOUNTS CHARGEABLE	10. SIGNATURE OF APPROVING OFFICER	
11. FOR INFORMATION CALL *(Name, telephone code, and extension)*	12. TITLE OF APPROVING OFFICER	

FORM OR STOCK NO. (13)	DESCRIPTION OF ARTICLES OR SERVICES (14)	QUANTITY (15)	UNIT (16)	UNIT PRICE (17)	AMOUNT (18)
	ACQUISITION OF NON-EXPENDABLE ITEMS – TO BE FULLY JUSTIFIED ON FACE OF REQUISITION. REPAIR REQUESTS—SHALL SHOW ITEM, MAKE, MODEL NO., SERIAL NO. AND DESCRIPTION OF WORK TO BE DONE ON FACE OF REQUISITION				

19. DELIVER TO *(Give complete address, including zip code)*	20. SHIPPED VIA ☐ FREIGHT ☐ PARCEL POST ☐ EXPRESS ☐ MAIL		TOTAL
	21. FILLED BY	22. PACKED BY	23. CHECKED BY
	24. BILL OF LADING NO.		25. DATE SHIPPED
26. THE ABOVE ITEMS OR SERVICES WERE RECEIVED EXCEPT AS INDICATED ABOVE			
SIGNATURE	TITLE		DATE

FSBA FORM 10

Section 1.2.3: Maintenance Costs

The Department of Buildings and Grounds is responsible for collection and monitoring of requests for repairs and improvements. The Department of Buildings and Grounds maintains a small "flying squad" of maintenance personnel who may be assigned to minor emergency repairs such as electrical or plumbing failures. Most repairs, however are carried out by the District of Columbia Department of General Services. The funds for school building repairs are divided into two categories:

1. Capital improvement funds which are line item appropriations for permanent improvements to school buildings. Permanent improvements eligible for capital funding are defined by District government regulations. Current regulations list two categories of eligible improvements: (a) replacement or rehabilitation of a major mechanical system, e.g., boiler plant, air conditioner, or roof; or (b) alteration of existing space to allow a new program use. Capital improvements must have a life span greater than eight years and increase the value of the existing structure.

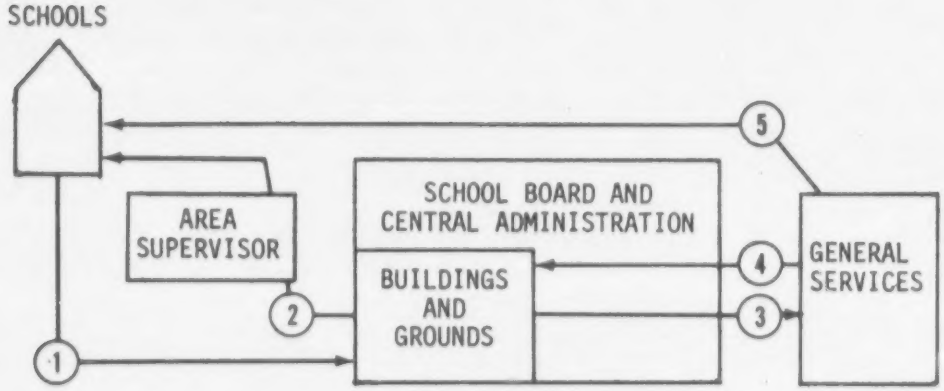
2. operating budget funds which are a lump sum allocation. The funds reserved for "flying squad" repairs remain in the school system budget. The remainder of these funds are transferred to a revolving fund of the Department of General Services. This category also includes routine maintenance, repair of property due to violence, all work on grounds or playground material and new work which does not fit descriptions of a capital fund item. New work items include hardware, doors and partitions.

Figure 1-17 presents an overview of the process used to collect and monitor requests for repairs and improvements funded by operating budget funds of the Department of Buildings and Grounds (the "flying squad") or the Department of General Services. A single form, the DGS-39, (Figure 1-18), is used to request services. Buildings and Grounds completes a DGS-39 for emergency requests called in by a school. When a DGS-39 is received, an Area Supervisor is sent to review the request and determine if the task is approved for an operating fund expenditure. Each Area Supervisor is responsible for 20 to 25 buildings. Because the schools were assigned before the region boundaries were established, these school clusters

Figure 1-17

REPAIRS AND IMPROVEMENTS FUNDED BY OPERATING BUDGET

-Data Collection Flow-



(1) School requests a repair and improvement

(2) Buildings and Grounds sends an Area Supervisor to review request and to assign priority codes

(3) Buildings and Grounds maintenance engineer determines if repair can be completed by District "flying squad" or should be transfered to General Services

(4) General Services enters request in D.C. Status Order Report. A monthly listing of the report is sent to Buildings and Grounds

(5) Repairs are made and entered into file

NOTE: Use Typewriter Only

DO NOT WRITE IN THESE SPACES RESERVED FOR GENERAL SERVICES

Form DGS-39

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF GENERAL SERVICES
REQUEST FOR WORK TO BE PERFORMED

NO._____

Issue Date_____

Work to be Performed for: Request No._____

Department_____ Division_____

Location of Work_____

Building No._____

Description of Work to be Performed:

ESTIMATE:	
Labor	
Man Hours	
Material	
Total	
Trade Code	
FUNDING	
Fiscal Year 19	
Working Fund	
Capital Outlay	
Salaries & Expenses	

WORK TO BE PERFORMED	BY
Repairs & Improvem'ts	
Improve & Maint. Plan'g.	
Field Ops	
Supply	
Design & Engr'g	
Const. Mgm't	
Bldgs. Mgm't	
Program Mgm't	
Contract	

Figure 1-18
DGS-39

92

93

Date_____ Signature_____ Title_____

ORIGINAL RETAIN YELLOW AND EXTRA COPY, FORWARD WHITE, GREEN, PINK AND BLUE COPIES TO THE DEPARTMENT OF GENERAL SERVICES

cut across region boundaries. The task to be performed is classified by type: new work, repair due to vandalism or a repair due to use. The DGS-39 is then assigned a priority by a Maintenance Engineer at Buildings and Grounds. Priority assignments range from "emergency" which receive immediate attention to "needed for mission support" which are attended to as the resources become available.

When a DGS-39 is received by DGS, it is logged into the computerized D.C. Order Status Report. This computer file includes each repair requested by a school over a five-year period. This file is logged according to the following:

- the request number;
- the priority assigned;
- the type of repair;
- the date the request was received;
- the date the requested work was started;
- the estimated cost;
- the cost to date.

Each month, a printout of this file is sent to Buildings and Grounds.

A copy of the DGS-39 is returned to the school which allows the principal to monitor the date his or her request was received by DGS. This file allows Buildings and Grounds or any interested person to monitor the average time between a request and a repair. However, DGS does not notify either Buildings or Grounds or a school when repairs are scheduled. Priority assignments may aid in estimation of time that will elapse between a request and a repair. However, repair crews appear without any final notification to the school system.*

Once a year, Buildings and Grounds solicits requests for capital fund improvements. Each regional supervisor is asked to collect requests from the school principals within his or her region and to review and prioritize requests. Because the capital budget section of the District budget is usually underfunded, the delay between a request and inclusion in the budget may be as long as three years.

---

* There is one exception: the DGS "pilot crew" schedules maintenance at each school once a year. Large schools are assigned two days and small schools are assigned one day of work, usually painting and carpentry. "Pilot" and "flying squad" maintenance is approximately 10 percent of all maintenance and repairs for the year.

Section 1.3: Pupil Characteristics

Pupil characteristics are generally limited to seven types:

- membership (daily or point in time);
- attendance;
- attainment (graduation and promotion);
- grade level;
- sex;
- race;
- program (special education and regular program).

Figure 1-19 presents an overview of the five basic data collection reports, the type of data collected and the reporting data. Figure 1-20 presents a schematic of the data collection process. Most of these forms, except for the Impact Aid form, are first collected by the regional offices. In former years, the Membership Report (Form 19) and the Membership Report (OCR Form 102) were sent directly to the Division of Research, Planning and Evaluation. All Impact Aid forms were sent directly to the Impact Aid Unit. Section 1.3 describes the procedures now used to collect and maintain these data.

Section 1.3.1: The Membership Reports - Form 19

Figure 1-21 displays the Membership Form 19. This form serves a dual purpose. It collects point in time "head counts" for both pupils and instructional staff.

At the beginning of the school year, the parent or guardian of each child must complete an official enrollment card (Form 611) which is displayed in Figure 1-22. If a child enters during the school year, a card is completed upon entry for instruction. A pupil is registered as attending the school until formal discharge proceedings are initiated. If a child leaves a school without initiating a discharge process, discharge will take place after the school principal or District truant officer determines the reason a child has failed to appear (e.g., moved, left school because he passed the required age of attendance). The number of active enrollment cards is counted to complete the membership 19 form.

The data from this form are used to assist Research and Evaluation in the projection of enrollment for the succeeding year. These data are not routinely entered into machine readable form. However, this Fall, head counts will be used to monitor compliance with equalization and comparability guidelines.

Figure 1-19

Pupil Characteristic Data Collection
Forms: Current Dates

FORM	DATA ELEMENT	DATES
Membership Report 19	Membership as of Selected Enrollment Dates by sex, grade and classroom teacher	Thurs. 09/11/75 " 09/18/75 " 11/06/75 " 12/04/75 " 01/08/76 " 02/05/76 " 04/01/76 " 05/06/76 " 06/03/76
	Special education classes are recorded on the same form with regular enrollment. However, all special education classes are clearly marked.	
Membership Report OCR Form 102	Official enrollment by sex, race, grade and classroom teacher	09/25/75 10/16/75
	Special education classes are recorded on the same form with regular enrollment. However, all special education classes are clearly marked.	
Impact Aid Survey Form	Impact Aid Survey on record per pupil	10/16/75
Form 2	Daily Membership discharges and entries by type Separate forms are prepared for special education pupils by type of special education	Reports are prepared for all school days in calendar month (i.e., for Sept. 4-30; for Oct. 1-31)
PRE 100	Daily attendance by sex (no distinction is made between special education and regular attendance)	Reports are prepared for all school days in calendar weeks

Figure 1-20

PUPIL CHARACTERISTIC DATA COLLECTION FLOW

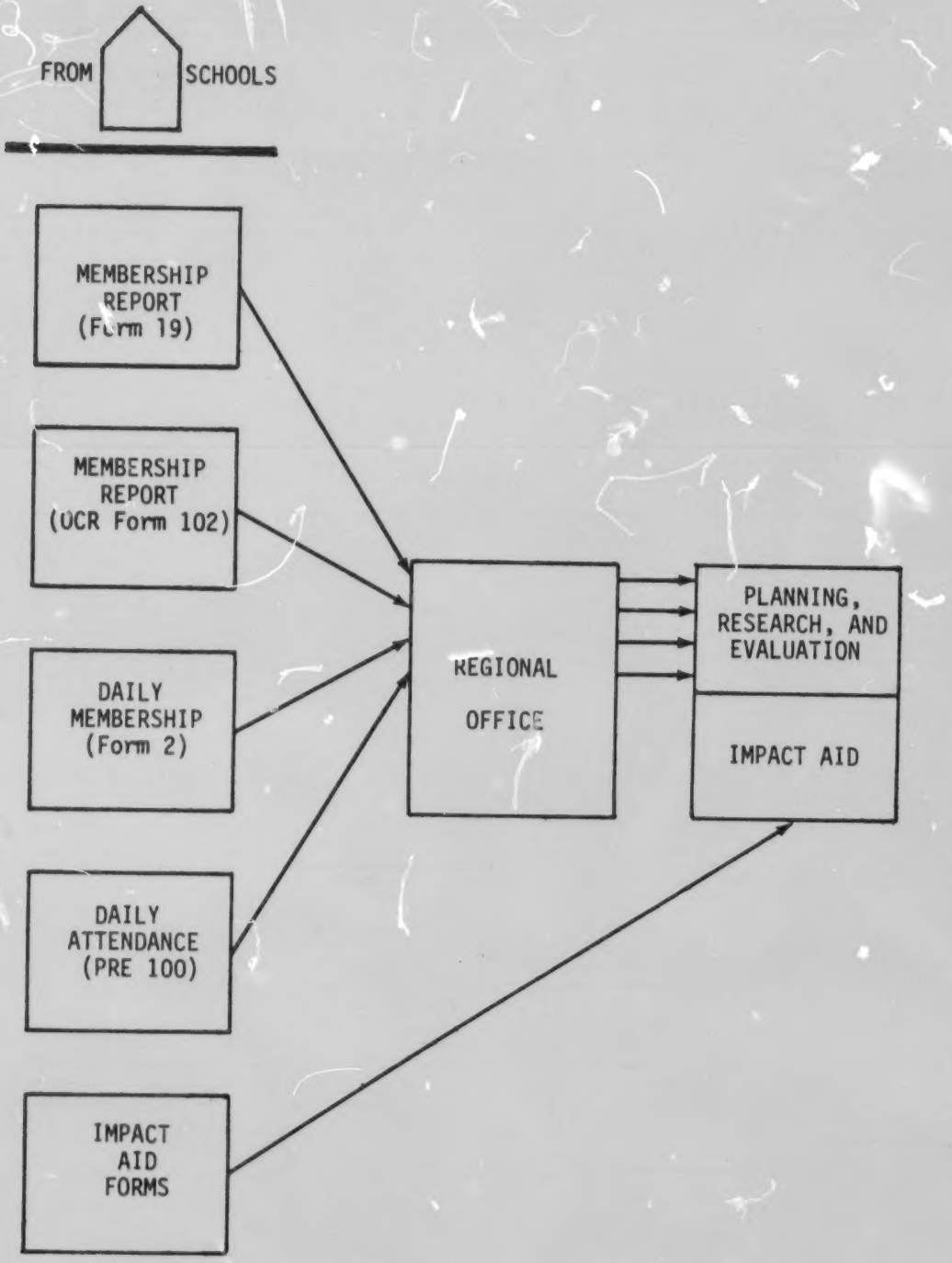


Figure 1-21

Form 10—Revised 1968

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

MEMBERSHIP REPORT

_____ School Building

Date _____

Membership equals the number belonging on the date of this report, i. e., the number enrolled minus those who are permanently discharged.

GRADE AND SPECIAL CLASSES	NAME OF TEACHER	BOYS		GIRLS		TOTAL
	TOTAL,					

NUMBER OF: Part-time classes _____ Part-time pupils _____ Pupils on Kgn. Waiting List _____

Number of pupils included above in grades (1 through 6) or grades (7 through 9) who should be in Social Adjustment Classes but for whom such facilities are not available _____.

Please indicate "none" by zero.

P-1096

98

_____
Principal.

Figure 1-22

PLEASE USE BALL POINT PEN, PRINT, AND PRESS FIRMLY

STUDENT'S NAME — LAST — FIRST — MIDDLE — SEX ☐ M ☐ F

STUDENT'S ADDRESS — TELEPHONE

DATE OF BIRTH — PLACE OF BIRTH

STUDENT LIVES WITH (IF OTHER THAN PARENT) — RELATIONSHIP

OCCUPATION — EMPLOYER

BUSINESS ADDRESS — TELEPHONE

FATHER'S NAME — TELEPHONE

HOME ADDRESS

OCCUPATION — EMPLOYER

BUSINESS ADDRESS — TELEPHONE

MOTHER'S NAME — TELEPHONE

HOME ADDRESS

OCCUPATION — EMPLOYER

BUSINESS ADDRESS — TELEPHONE

IN CASE OF EMERGENCY NOTIFY:

TOTAL NUMBER OF CHILDREN 18 AND UNDER IN THE HOME

NAME — TELEPHONE

ADDRESS

DOCTOR — ADDRESS — TELEPHONE

FOR SCHOOL USE ONLY

SPECIAL INFORMATION

I CERTIFY THAT THE ABOVE INFORMATION IS CORRECT. I UNDERSTAND THAT THE GIVING OF FALSE INFORMATION FOR THE PURPOSE OF DEFRAUDING THE GOVERNMENT IS PUNISHABLE BY LAW.

D.C. PUBLIC SCHOOLS ENTRY FORM 611 (REV. 8-70)

SCHOOL COPY

SIGNATURE OF PERSON WITH WHOM STUDENT LIVES — DATE

PRINTED BY THE STANDARD REGISTER COMPANY, U. S. A.

Section 1.3.2: Official Enrollment (Office for Civil Rights Form 102)

The District of Columbia must file yearly reports on the sex and race composition of schools for selected grade levels, with the Federal Office for Civil Rights. Form 102 (Figure 1-23) is the authorized survey instrument. In addition, these data are designated the official enrollment and are used by the Division of Research and Evaluation to prepare long term enrollment projections. This year, this form was used twice. The September 25, 1975 enrollment counts were used to prepare the Equalization and Comparability reports. This is the only membership data routinely transformed into machine readable form.

Section 1.3.3: Daily Membership

Each school is requested to keep a daily record of new students and students who withdraw. This information is generally kept in a membership notebook maintained by the school secretary or clerk. Withdrawals are entered when a determination has been made that a child has officially left a school. As noted in the previous section, many weeks may be required to determine the official status of a child who withdraws without notifying the school office of his/her intentions. The daily record of entries and withdrawals, a report of all entries and all withdrawals by type, is summarized for a calendar month and sent to the Planning, Research and Evaluation Division through the Regional Office (Figure 1-24).

Currently, these data are not transformed into machine readable format. A manual tabulation of average daily membership for individual schools and the District is prepared once a year by the Planning, Research and Evaluation Division.

Section 1.3.4: Daily Attendance

Each school is required to keep a daily record of attendance. In elementary schools, teachers report absentees twice a day (a.m. and p.m.). In secondary schools, attendance is reported in homeroom. The technique for collecting attendance data varies by school. In some schools, teachers turn in the attendance card for all absent pupils (Figure 1-25) to the central office.

Public Schools of the District of Columbia

MEMBERSHIP REPORT

REVISED SAMPLE

REVISED

School Building

Date

Membership equals the number belonging on the date of this report, i.e., the number enrolled minus those who are permanently discharged.

Grade Level or Type of Class (1)	Name of Teacher (2)	Status* of Teacher (Check) (3) P	PR	T	PUC	NON-HISPANIC: Black/ Negro Boys (4)	Black/ Negro Girls (5)	White/ Caucasian Boys (6)	White/ Caucasian Girls (7)	American Indian or Alaskan Native Boys (8)	American Indian or Alaskan Native Girls (9)	Asian (Oriental or Pacific Islander Boys (10)	Asian (Oriental or Pacific Islander Girls (11)	Total Non-Hispanic Boys (12)	Total Non-Hispanic Girls (13)	HISPANIC: Total Hispanic Boys (14)	Total Hispanic Girls (15)	GRAND TOTAL (Sum of Cols.12 and 14) Boys (16)	(Sum of Cols.13 and 15) Girls (17)	(Sum of Cols.16 and 17) Total (18)
6th	Smith, Mary O., Mrs.	x				16	7	-	1	-	-	-	-	16	8	-	-	16	8	24
5th	" " " "					3	1	-	-		-	-	-	3	1	-	-	3	1	4
KGN. -ALL DAY	Small, Jane, Miss	x				5	8	4	1	-	-	-	-	9	9	2	-	11	9	20
KGN. - A.M.	Slade, Mae K., Mrs.	x				2	3	1	-	-	-	-	-	3	3	6	8	9	11	20
" P.M.	" " " "					12	13	-	-	-	-	-	-	12	13	-	-	12	13	25
	SECONDARY SCHOOLS																			
12	(Leave blank)					450	310	-	-	-	-	-	-	450	310	-	-	450	310	760
11	(Leave blank)					251	300	-	1	-	-	-	-	251	301	-	-	251	301	552
10	(Leave blank)					320	250	-	-	-	-	-	-	320	250	-	-	320	250	570
	TOTAL																			

NUMBER OF: Part-time classes _____ Part-time pupils _____ Pupils on Pre-Kgn. Waiting List _____ Pupils on Kgn. Waiting List _____ (Please indicate "none" by zero.)

_____ Principal
(Signature)

NOTE: A student should be included in the group to which he or she appears to belong, identifies with, or is regarded in the community as belonging. However, no person should be counted in more than one race/ethnic group.

Black, not of Hispanic Origin--A person having origins in any of the black racial groups.
White, not of Hispanic Origin--A person having origins in any of the original peoples of Europe, North Africa, the Middle East, or the Indian subcontinent.
American Indian or Alaskan Native--A person having origins in any of the original peoples of North America.
Asian or Pacific Islander--A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Pacific Islands. This area includes, for example, China, Japan, Korea, the Philippine Islands, and Samoa.
Hispanic--A person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish Culture or origin, regardless of race.

Source for all race/ethnic designations is the U. S. CIVIL RIGHTS FORM OS/CR 102

*Status: P = Permanent, PR = Probationary, T = Temporary, PUC = Probationary Under Con

Form prepared by: Division of Research & Evaluation
September 1975

Official Membership Report: U.S. Office of Civil Rights Form 102

Figure 1-23

101

102

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

Figure 1-24

Form 2
REV. 1974

Principal's Report to the Superintendent on Pupil Enrollment

School _____

For Month of _____, 19__

12'. Number belonging on the last school day last report (The first report of each year this item should be blank).....

E1. Pupils entered as E-1 this school year (Entry should be made on First report only).

MAKE SEPARATE REPORT FOR SPECIAL CLASSES (One for T.M.R. classes, one for Sight Conservation, etc.)

DAYS	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	TOTAL
DATES																										
ENTRIES																										
E2. Entries of those discharged the preceding school year or transferred from the inactive to the regular roll.....																										
E3. Reentries-discharged this school year ..																										
E4a. Entries-transfer from other D.C. Public Schools.....																										
E4b. Entries by transfer between Regular and Special classes.....																										
E5. Entries from non-public schools.....																										
E6. Entries from all other sources.....																										
A. Total number of entries																										
DISCHARGES																										
E7a. Transferred to other D.C. Public Schools																										
E7b. Transfers between Regular and Special classes																										
E8. Discharged to non-public schools																										
Discharged to work																										
E10. Discharged-other approved conditions....																										
E11a. Discharged under specified conditions...																										
E11b. Discharged-not of compulsory school age (under 7 or over 16 years).....																										
B. Total number of discharges.....																										

12. Total number belonging on this date (12' + A - B) .....

Total Days School in Session This Month _____ Days

Report Submitted _____, 19___ By _____
(Principal)

Leave Blank

Aggregate Number of Days _____

Average Number Belonging

FORWARD TO: Division of Research and Evaluation
Presidential Building

Form 2: Daily Membership, Entries and Discharges by Type

Figure

Figure 1-25

Daily Attendance Record

FORM 868 – REVISED 1975

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

ATTENDANCE RECORD CARD 1975 - 1976

SCHOOL _____ TEACHER _____

PUPIL'S NAME _____ M ☐ F ☐ DATE ENTERED _____ SECTION OR GRADE _____
LAST FIRST MIDDLE

HOME ADDRESS _____ PHONE NO. _____ DATE OF BIRTH _____

FATHER'S NAME _____ BUSINESS ADDRESS _____ PHONE NO. _____

MOTHER'S NAME _____ BUSINESS ADDRESS _____ PHONE NO. _____

HOLIDAY [H] ABSENT A.M. [\] P.M. [/] ALL DAY [X] TARDY A.M. [X] P.M. [X] A.M. AND P.M. [▨]

	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F
SEPTEMBER		2	3	4	5	8	9	10	11	12	15	16	17	18	19	22	23	24	25	26	29	30			
OCTOBER			1	2	3	6	7	8	9	10	H	14	15	16	17	20	21	22	23	24	H	28	29	30	31
NOVEMBER	3	4	5	6	7	10	11	12	13	14	17	18	19	20	21	24	25	26	H	H					
DECEMBER	1	2	3	4	5	8	9	10	11	12	15	16	17	18	19	22	23	24	H	H	H	H	H		
JANUARY				H	H	5	6	7	8	9	12	13	14	H	16	19	20	21	22	23					
	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F	M	T	W	T	F
JANUARY	26	27	28	29	30																				
FEBRUARY						2	3	4	5	6	9	10	11	12	13	H	17	18	19	20	23	24	25	26	27
MARCH	1	2	3	4	5	8	9	10	11	12	15	16	17	18	19	22	23	24	25	26	29	30	31		
APRIL				1	2	5	6	7	8	9	12	13	14	15	H	H	H	H	H	H	26	27	28	29	30
MAY	3	4	5	6	7	10	11	12	13	14	17	18	H	20	21	24	25	26	27	28	H				
JUNE		1	2	3	4	7	8	9	10	11	14														

Use reverse side for special notations.

J-90343—75

The central office secretary then prepares an absentee list for each teacher (Figure 1-26). In other schools, each teacher prepares the absentee list. Note that although a teacher is not required to call roll, absentees are reported. The school secretary summarizes the attendance for a calendar week on Form PRE 100 (Figure 1-27). The form is then forwarded to the Regional Office for transfer to the Division of Planning, Research, and Evaluation. This form is now transferred into machine readable format. This will allow more frequent tabulations of average daily attendance.

Section 1.3.5: Impact Aid

The Impact Aid Survey Unit is responsible for identifying children whose residence and family membership made them eligible for Federal Impact Aid funds. The survey forms (Figure 1-28) are distributed by the classroom homeroom teacher. All forms must be completed and signed by a parent or guardian. Because the school receives Impact Aid on the basis of the number of eligibles, the school, regional office, and the Impact Aid Unit make a vigorous effort to collect all forms. The Impact Aid Unit is responsible for collection and tabulation of the counts of eligibles, often through an elaborated address matching procedure. At the present time, these data are not cross checked against other membership counts nor is it accessible by other departments or divisions in any form.

Figure 1-26

Form 86—Revised 1963

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

DAILY ATTENDANCE REPORT

Room ..... Section .....

Date .....

Signed .....
(Section teacher)

J-8148-74

Classroom Teachers' Daily Attendance Form (completed AM and PM in elementary schools)

Figure 1-27

Form PRE 100
(Revised 9/75)

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA

LOCAL SCHOOL ATTENDANCE REPORT

School Name _____

Report for Week Ending _____

(Please Check)

Region I ___
Region II ___
Region III ___
Region IV ___
Region V ___
Region VI ___

NUMBER OF STUDENT *

	Male		Female		Total Enrollment	NUMBER SUSPECTED TO BE TRUANT		
	Present	Absent	Present	Absent		Male	Female	Total
MONDAY								
TUESDAY								
WEDNESDAY								
THURSDAY								
FRIDAY								

* All spaces, by days, must be filled in using a "zero" when necessary.

(Signed) Principal _____

Date Submitted _____

Procedures to Report Student Attendance

1. Each principal of an elementary school, junior high school, senior high school, vocational high school, special education school, or other special school shall report student attendance weekly on Form PRE 100, Local School Attendance Report.
2. The School Attendance Report form will be used to consolidate attendance data each day for the period of one school week. Data to be reported will include numbers of students absent and present, by sex; and number of students suspected to be truant, by sex.
3. Attendance will be reported on this form by each school using an appropriate reporting time for that particular school.
4. Kindergarten and Pre-Kindergarten attendance records will be kept for both the A.M. and P.M. classes, including both in the totals. Using head count, report each individual student only one time during a day.
5. Principals will forward Form PRE 100 to the office of the Regional Superintendent each Monday covering the reporting period of the previous week.
6. Regional Superintendents will be responsible for the collection of reports from all their units, accuracy and completeness of responses, and transmittal of all reports to the Division of Research and Evaluation by Wednesday of each week.
7. Regional Superintendents will be responsible for providing attendance data directly to the Division of Research and Evaluation for each school not submitting a report by Wednesday of each week. The collection of forms will not be the responsibility of the Division of Research and Evaluation.
8. Division of Research and Evaluation and DAIS will be responsible for processing system-wide data and providing suitable reports.
9. Additional forms may be obtained from the Regional Offices.

Weekly Attendance Report

Figure 1-28

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA
WASHINGTON, D. C.

FEDERAL IMPACT AID/LOW-RENT PUBLIC HOUSING STUDENT-PARENT SURVEY

To the Parent Or Guardian:

Congress under Public Law 81-874 (as amended), makes available funds to aid in the maintenance and operation of public schools located in areas where property is affected by Federal activities. The District of Columbia is such an area. Taxes, a portion of which would help fund public school education, are not levied on this property. Therefore, the Federal Government grants additional funds to supplement those appropriated for maintenance and operation of the public schools.

All claims for these funds must be substantiated by written records for public school pupils. No claims for funds will be allowed by the U. S. Office of Education without filled out and signed survey forms for public school pupils. **One survey must be conducted each school year.** The survey will be conducted in October of each school year.

Please fill out and sign the form below and return it immediately to the pupil's teacher. This information will be kept confidential by the Impact Aid Survey Unit. We need your cooperation and assistance in order to get this money for the schools.

Sincerely Yours,
BARBARA A. SIZEMORE
Superintendent of Schools

School year: 1975-76 | Count Date: October 16, 1975 | Please Do Not Write In This Space | Classification _____ Code _____

Please print (ink or typewriter)

Student's Last Name	First Name and Initial	Date of Birth Month Day Year	Name of School	Grade	Room	Name of Teacher October 16, 1975

Student's Home Address October 16, 1975 Street	City	State	Zip Code	Telephone

Last name (father or male guardian) First Name and Initial	Home Address October 16, 1975 Street	City	State	Zip Code

Does the above named student live in the same home with you? Yes _____ No _____ Are you the above named student's father? Yes _____ No _____ If not, are you a court-appointed guardian? Yes _____ No _____

Last name (mother or female guardian) First Name and Initial	Home Address October 16, 1975 Street	City	State	Zip Code

Does the above named student live in the same home with you? Yes _____ No _____ Are you the above named student's mother? Yes _____ No _____ If not, are you a court-appointed guardian? Yes _____ No _____

The term "parent," as stated in Public Law 874, includes a legal guardian or other person standing in loco parentis. If your relationship is other than parent or legal guardian, does this student reside with you and do you have complete responsibility for this student's welfare with no other source of help than yours? Yes _____ No _____. If your answer is yes, please state why in the space below.

LOCATION OF PLACE OF EMPLOYMENT AS OF OCTOBER 16, 1975 (BOTH PARENTS OR GUARDIANS)

Father (or male guardian) (Name of Employer October 16, 1975)	Name of Building and Number or Agency (Please Do Not Abbreviate)	Street	City	State	(Please Give Complete Address)

Are you in the ARMED FORCES ON FULL-TIME ACTIVE DUTY AS OF OCTOBER 16, 1975? Yes _____ No _____. If yes, please give the following information:

RANK	SERIAL NUMBER	BRANCH OF SERVICE	UNIT

Mother (or female guardian) (Name of Employer October 16, 1975)	Name of Building and Number or Agency (Please Do Not Abbreviate)	Street	City	State	(Please Give Complete Address)

Sign here _____
(Do Not Print Your Signature) Parent or Guardian

To the signer: If you are not the father, mother, or court-appointed guardian what is your relationship to the student? _____

Date you signed this form: _____
Month Day Year

109

NOTE: PLEASE LIST NAME, GRADE, AND SCHOOL ON THE BACK OF THIS FORM FOR EACH STUDENT IN YOUR FAMILY ATTENDING A DISTRICT OF COLUMBIA PUBLIC SCHOOL. DO NOT LIST THE ONE NAMED ABOVE ON THE BACK. BUT NOTICE THAT A SEPARATE FORM IS REQUIRED FOR EACH STUDENT YOU LISTED ON THE BACK. THANK YOU.

J-55587

Section 1.3.6: Other Pupil Characteristics Data

In addition to the reports described above, the Office of Planning, Research and Evaluation monitors the progress of children through the school system. Annual reports (collected at the end of the school year) include:

- the number of pupils promoted and not promoted at the end of the school year (Figure 1-29); and
- the report of graduation of secondary schools (Figure 1-30).

The Office of Planning, Research and Evaluation is currently preparing an evaluation data bank. For FY 1975, this data bank will include the following data for children in 44 elementary schools:

- Fall Test Data - test results for each student tested in the Fall citywide testing program;
- Reading Program Files - a description of the reading materials and mode of instruction experienced by each child;
- Classroom and Student Background Files - the socioeconomic background of child and descriptors of teacher and aide performance (including attendance);
- Spring Post-test Files - the post-test scores for children in the 44 schools.

Each of these files maintains records of individual pupils and staff. The data bank will allow correlations of data from different files (e.g., Fall and Spring test results) and will allow teachers, parents and administrators to assess test performance in terms of programs, classroom, or background data. The data collection and coding process has been facilitated by the development of computer scannable coding sheets. Where possible, descriptive information was preprinted to reduce the coding time. This project will continue in FY 1976. However, a funding cut off will reduce the number of participating schools to 36.

Figure 1-29

Public Schools of the District of Columbia

NUMBER OF PUPILS PROMOTED AND NOT PROMOTED AT THE END OF THE SCHOOL YEAR

School: _____ School Year: _____

Grade	Number of Pupils						Grand Total		
	Promoted			Not Promoted					
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Pre-Kgn.									
Kgn.									
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									
Grand Total									*

*This total should agree with Item 12 of the "Principal's Report to the Superintendent on Pupil Enrollment" at the end of June.

Report submitted: _____ _____
(Date) (Principal)

PLEASE SEND ONE COPY OF REPORT NOT LATER THAN JUNE 19, 1975 TO:
Division of Research and Evaluation

Figure I-30

Public Schools of the District of Columbia

REPORT OF GRADUATES

SECONDARY SCHOOLS

School: _____ School Year: _____

	Male	Female	Total
Number of Graduates.....	____	_____	____

Report submitted: _____ _____
(Date) (Principal)

PLEASE ATTACH ONE COPY OF REPORT TO THE FORM --
"Number of Pupils Promoted and Not Promoted at the End of the School Year"

BOTH REPORTS TO BE SENT NOT LATER THAN JUNE 19, 1975 TO:
Division of Research and Evaluation
Presidential Building, Room 1013

Section 2: Current Procedures for School-by-School Reporting

Section 1 has shown that the data required for school based reports are currently routinely collected by departments of the D.C. school system. However, many of the key data elements including the allocation of staff positions among schools sharing staff services and pupil membership counts are not maintained in a form readily accessible for school-by-school reporting. This section provides an overview of procedures now used to prepare school based reports and describes the process used to prepare two school based reports: the Equalization report and the School Maintenance and Repair Report.

Section 2.1: Summary of Procedures Now Used to Prepare School Based Reports

Each time a school level report is requested by the School Board, Superintendent, or Regional Superintendent, a lengthy five step process begins.

1. Available data files are searched for the necessary data elements.

2. Required data elements are extracted from source files and merged into a single file.

3. Data element accuracy is verified (often by on-site school survey).

4. A data analysis procedure, either manual or automated process, is designed and implemented to perform tabulations.

5. Final reports are prepared and presented.

Because many of the data items usually included in school reports are maintained in separate, semi-compatible files, many of the school level reports are prepared manually. Given the present state of the data files, manual tabulation of a report for two hundred schools may be more timely and cost effective than design of a special purpose computer system and data base. The design and development of a data base and computer system to produce school-by-school reports will require a substantial allocation of staff energy and resources. Once the investment has been made, the costs of maintaining a current data base and preparation of requested reports will be only a tiny fraction of the costs required to do a single school-by-school report with existing procedures.

The D.C. school system has built several special purpose reporting systems for periodic reporting requirements. For

example, the Office of Planning, Research and Evaluation has invested in the development of a reporting system and data base to prepare equalization and comparability reports. Systems such as the Personnel, Payroll, Membership, Equalization and Budget are all designed to be efficient in producing a specific set of reports and thus have restricted analysis and reporting capability. Major limitations included:

- the data base content is fixed. The data file contains a limited number of data elements, often for a subset of the District's schools. For example, the equalization file contains a wide range of descriptors of the staffing complement of elementary schools. An additional data collection, verification, systems design and implementation process is required to add similar data for secondary, vocational or special education schools;

- the data base content is static. A new data collection and verification process, including school surveys and site visits, is required to update the data file content;

- the analysis and reporting capabilities of the system are limited by the original specifications of the programs. A decision to alter the level of aggregation for which data or computation of an alternative formula for evaluating comparability compliance requires the design and development of an additional computer program; and

- the data base is inaccurate, incomplete or inadequately documented. For example:

  - the position control, personnel and payroll files can not be merged without substantial manual effort. The position control file has been merged with sections of the personnel file. However, verification of all data on the personnel file has not been completed. A project to merge the position control, personnel and payroll files may require up to six months of effort.

  - positions or services shared by several school buildings are allocated to a single cost center. In the case of a staff position, the position may be allotted to the school at which a teacher picks up a payroll check even if only a small amount of his or her services are provided in that building.

- inadequate file documentation and poor specification of analytical reports may lead to major allocation errors which can handicap attempts to establish credibility with the public and courts. For example, the personnel file has three fields purporting to identify the schools where a teacher works: building, cost center, and organization codes. The "organization code" is generally the point to which the payroll check is sent. The three digit "cost center code" represents the building receiving services if the position serves a single school. Because positions shared by several schools are not currently allowed by cost center, none of these codes may represent the schools actually receiving services.

Section 2.2: The Equalization Reports

Figure 1-31 presents an overview of the process used to prepare the Equalization reports for school year 1975. These reports, prepared by the Office of Planning, Research and Evaluation with the assistance of Division of Automated Information Systems, used data regularly collected by the D.C. School System.

- Enrollment was collected from the official enrollment report. The interim reports used enrollment projections developed from previous year official enrollment by the Office of Research and Development. The final report used enrollment recorded on Office For Civil Rights Form 102 for September 25, 1975.

- Teacher assignments funded by regular D.C. appropriations were derived from the Membership Report Form 19. These data were input into the reporting system several times during the Spring and Fall of 1975.

- Payroll Files supplied the salary and benefits data. These data were input into the system and allocated to cost centers using the teacher assignment data from Form 19. The final report used the November 11, 1975 payroll.

Because the payroll file was known to be inaccurate and incomplete, the allocation of teachers and salary to individual schools was verified by site visits to regional offices and schools.

Figure 1-31

Equalization Data Collection

Date	Task	Input	Output
Spring	I. Research and Development produces enrollment projections and school-by-school lists of instructional staff	Membership Reports • Projected Enrollment • Current Staff including FTE assignment of itinerants Payroll data	Projected enrollment for next school year. List of FTE staff by position number, title, funding source, salary, benefits, % assignment to school, % salary and benefits assigned to school.
	II. Teaching staff counted for equalization purposes assigned to regions by formula - classroom teachers assigned by Board mandated ratio, special subject teachers allocated on basis of region and school selection within formula units	Board approved formula enrollment projects counts of authorized positions	A report listing number of positions by type by region
	III. School principals meet with Budget Advisory Committee to select options for gaining or losing staff. List of options is transmitted to Regional Superintendent and to Central Office.	• Projected Enrollment • List of FTE staff (products of Task 1)	List of priorities if school is to gain or lose staff.
Summer	IV. Teacher assignments are made to regions and schools on the basis of enrollment projections principal option lists.	Enrollment from bi-weekly membership reports. FTE staff assignment from membership report Payroll File	Preliminary equalization report listing dollar/pupil ratios

Date	Task	Input	Output
Fall-School Opening	V. Research and Development monitors bi-weekly membership report; changes in enrollment or staffing entered into equalization file	Enrollment from bi-weekly membership reports FTE staff Assignment from membership report Payroll File	Preliminary equalization report listing dollar/pupil ratios
	VI. Research and Development verifies equalization data base with Regional Superintendents	Enrollment from bi-weekly membership reports FTE staff assignment from membership report Payroll File	school-by-school listing of enrollment, instructional staff by position number, title, funding source, salary, benefits, % assignment to school, % salary assigned to school, % benefits assigned to school
	VII. Research and Development corrected errors in file - verified final data base with Regional Superintendents and Principals	School-by-school listing generated by task	corrected school-by-school listing of data listed above.
November	VIII. Research and Development prepares final equalization report	FTE assignments verified as of October 1, 1975 10/21/75 Payroll September 25, 1975 membership	• School-by-school report of: - school name - dollar/pupil ratio • Administrative discretion to gain or lose teaching staff salary • Administrative descrip-tion to gain or lose pupils • % above or below dollar/pupil average • lising of schools out of compliance, dollars required to bring within compliance listing suggested changes

Date	Task	Input	Output
	IX. Regional meetings held to make staff changes; if staff were not available within region, meeting of district superintendents were held		
	X. Final equalization recommendations made		
	XI. Board approved changes entered into personnel system • position vacancies verified • changes made to position control, payroll and personnel files • memos sent to affected staff, regional superintendent, special supervisor, gaining or losing services.		

Two major output reports were:

- the school-by-school compliance report displayed in Figure 1-32. This report displayed the pupil/teacher and dollar/pupil ratios and the number of dollars and pupils which could be shifted without violation of the equalization guidelines.

- a resource allocation report displayed in Figure 1-33. This report listed the dollars a school must gain or lose to comply with the equalization guidelines and suggested appropriate staffing patterns to meet the new dollar allocation.

This system, although time consuming for the Office of Planning, Research and Evaluation, Regional Superintendents, and School Principals, overcame many of the data accuracy problems which had plagued the reports of previous years. One Board member noted that there was little discussion of equalization this year because the data were accurate.

Only six of the 11,000 staff members were inaccurately allocated to a school building. As important, the repeated and accurate monitoring of equalization minimized the number of schools found out of compliance. Approximately 25 full time and 51 part time teachers were shifted. The increased accuracy of staffing data allowed staff assignments to be made in context of total school staff patterns. However, several problems remain:

- The equalization reporting system and data base do not facilitate monitoring of equalization. Because the data file is not updated until the Spring budgeting process begins, teacher assignments which take place between the December Report and the Spring budgeting session cannot be verified for compliance with equalization guidelines. In addition, the system does not monitor compliance through assignment of vacant positions which are never filled throughout the school year;

- The equalization reporting system contains limited membership data. Fall staff assignments are made on the basis of projected enrollments. These projections, quite accurate at the district and regional level are generally inaccurate at the individual school level. This problem was resolved this year by reserving a pool of classroom teachers and special subject teachers that were assigned during the early weeks of September as school enrollment problems emerged. Although this process minimized teacher

BREAKDOWN = BY=SCHOOLS	EXPENDITURE/PUPIL AMOUNT	EXPENDITURE/PUPIL PCT DEV SYS AVG	PRESENT EXPENDITURES ($) PK TO 6	PRESENT EXPENDITURES ($) SP,SUBJS,	PRESENT EXPENDITURES ($) TOTALS	MANAGEMENT LEEWAY - PERMISSABLE WITHIN COMPLIANCE GUIDELINES EXPENDITURES ($) INCREASE	EXPENDITURES ($) DECREASE	PUPILS INCR,	PUPILS DECR,	PUPIL/TEACHER RATIOS PK & K	PUPIL/TEACHER RATIOS GR, 1-6
REG, = ANACOSTIA											
AITON	742,28	-2,69	480042,	9686,	489728,	36088,	11038,	14,8	47,8	20,0	22,5
BENNING	792,14	3,88	233427,	62833,	296259,	25328,	3192,	33,2	4,2	22,0	21,5
BURRVILLE	800,39	4,96	264964,	48001,	312947,	116,	29700,	38,9	0,2	15,5	25,7
CARVER	742,91	-2,65	142774,	12324,	155290,	12243,	3809,	5,0	14,1	17,8	25,0
DAVIS	747,72	-1,95	382821,	47509,	430330,	44636,	19647,	23,8	38,8	22,8	24,9
DREW	799,04	4,79	332404,	50898,	383302,	11188,	34478,	71,4	1,6	30,3	23,7
HARRIS	781,76	2,52	321014,	48801,	414153,	14715,	45212,	58,3	17,6	27,9	24,2
HOUSTON	790,80	4,80	391282,	44440,	435882,	474,	41088,	83,9	0,6	19,0	25,7
KENILWORTH	785,04	2,99	412287,	48532,	460819,	9175,	35587,	46,7	12,0	23,5	23,5
MERRITT	751,27	-1,48	284711,	16922,	301633,	19836,	10780,	14,1	29,0	16,2	29,4
NALLE	782,84	-1,27	477080,	60427,	537477,	3842,	21046,	27,6	46,3	22,2	25,0
PLUMMER	761,65	-0,12	426530,	57779,	484309,	2332,	24163,	31,7	33,2	18,3	27,1
RICHARDSON	753,51	-0,99	352427,	70970,	431397,	29704,	17755,	23,3	33,8	33,0	24,8
RIVER TERRACE	798,64	4,74	227020,	44827,	271546,	682,	25245,	33,1	0,9	22,0	25,1
SHADD	743,36	-2,32	505518,	107009,	612527,	47227,	15607,	20,5	61,9	24,5	26,0
SMOTHERS	760,12	-0,82	324018,	43378,	367896,	19629,	17278,	22,7	25,7	52,0	24,0
THOMAS	768,10	0,77	440757,	92838,	534595,	22678,	30401,	39,9	29,7	22,3	27,4
WEATHERLESS	764,11	0,21	329970,	148774,	478744,	24301,	26280,	34,8	31,7	25,0	26,7
REG, = CENTER CITY											
BLOW	769,86	0,96	379184,	64080,	443264,	17923,	26000,	34,1	23,5	32,5	23,2
BRENT	778,79	4,43	200987,	59112,	260099,	28337,	1543,	8,0	22,2	29,8	29,3
BRIGHTWOOD	788,24	8,90	388199,	87261,	475460,	9347,	36026,	48,3	12,8	29,8	25,4
BROOKLAND	764,72	0,27	275785,	83636,	359421,	10995,	18945,	24,8	22,2	23,0	26,5
BRYAN	726,46	-4,73	508227,	28124,	536351,	34360,	946,	1,2	48,1	23,0	28,5
BUCHANAN	753,76	-1,14	195199,	35830,	231029,	14377,	8995,	1,8	18,9	21,3	26,4
BUNKER HILL	784,72	2,91	336843,	44532,	381375,	7782,	29308,	38,4	10,2	31,0	26,5
COOKE J F	747,70	0,20	190234,	28987,	219221,	2778,	18418,	24,1	5,0	17,0	25,7
EDMONDS-PEABODY	738,87	-3,10	219302,	62946,	282248,	23609,	5320,	7,2	31,0	19,3	32,6
EMERY	748,95	-1,78	529334,	82557,	611891,	42287,	20043,	26,3	55,4	29,0	26,0
GIBBS	748,38	-1,03	349452,	48793,	398245,	27718,	12855,	16,9	36,3	18,7	26,4
GIDDINGS	774,81	1,61	119187,	64443,	183630,	6129,	11943,	15,7	0,0	40,0	28,1
GODING	739,44	-3,03	345532,	85985,	431517,	33248,	8158,	10,7	43,6	40,0	25,7
KINGSMAN	799,27	4,82	287193,	15332,	302525,	330,	28333,	37,2	0,7	28,5	22,7
LANGDON	782,40	3,01	420469,	9896,	430365,	10002,	31935,	41,9	13,1	21,5	23,0
LASALLE	771,39	1,10	414504,	56644,	469140,	17697,	28324,	37,1	23,2	22,3	26,8
LENOX	792,22	3,89	149163,	6904,	156067,	1668,	13387,	17,5	2,2	40,0	21,1
LOGAN	759,87	-0,38	226945,	7496,	234421,	12586,	10939,	14,3	10,5	16,5	28,8
LOVEJOY	727,78	-4,50	171117,	15922,	187039,	10733,	864,	1,1	24,6	25,5	29,4

Figure 1-32

PROPOSED REASSIGNMENTS TO BRING SCHOOLS INTO COMPLIANCE
November 19, 1975

School Code	School Name	*Distance from mean	Gain $'s (+) or Loss (-)	Suggested Changes	Percent	Amount	Total Dollars Gain or Loss
068	Barnard	9.91	-20,442.01	Transfer: 1 Classroom Teacher	100	20,874	
				Reduce: Music	10	1,914	-22,788.00
092	Birney	-12.57	49,460.58	Add: 3 Classroom Teachers	300	53,370	
				Art	60	7,392	+60,762.00
124	Brent	-6.30	3,497.46	Add: Art	20	4,174	
				Fles.	25	4,786	+8,960.00
							-4,174
							+4,786

Resource Allocation Report

Figure 1-33

transfers, many school principals opened school without a clear understanding of the number and types of teaching staff available. The principal tool for verification was the Resource Allocation Report displayed in Figure 1-34. Each regional office was asked to verify the accuracy of the staff assignment data. If errors were detected, the data file was edited and a new staff assignment report was prepared. This procedure was repeated until editing all regional offices and principals occupied the staff assignment reports.

- The current equalization system adjusts discrepancies in equalization among schools which have a teacher/salary ratio above or below the equalization ratio. An attempt was made to keep all teacher shifts within regions. Occasionally, inter-region shifts were required if one or more schools in a region were below the equalization guidelines. This type of system meant that schools gaining services could only gain teachers that schools losing services chose to free for reassignment. An alternative program would allow Regional Superintendents and School Principals to review the total teacher complement and shift teaching resources among all schools until an acceptable mixture of teaching staff was found. This type of allocation process would have been used with the data system used to produce the equalization reports. However, this type of process would require reprogramming of the system to allow for continuous and cumulative assessment of teacher allocation patterns. Such reports are often prohibitively time consuming unless the system is predesigned to be responsive to such information demands.

SCHOOL BY SCHOOL LISTING, UPDATE OF 10/21/72 (PRE EQUALIZATION)

SCHOOL NAME	SCH NO.	SSN	TEACHER NAME	GRADE CODE	SALARY MONEY	PCT	SALARY AND BENEFITS	LEAVE CODE	STATUS CODE
PAYNE	724			K	18,683.00	1.00	18,683	1	4
PAYNE	724			P	17,051.00	1.00	17,051	1	4
PAYNE	724			R	22,116.00	1.00	22,116	1	4
PAYNE	724			Y	9,479.00	.40	11,115	1	2
PAYNE	724			1	17,905.00	1.00	17,905	1	4
PAYNE	724			1	14,481.00	1.00	14,481	1	4
PAYNE	724			1	16,621.00	1.00	16,621	1	4
PAYNE	724			1	18,970.00	1.00	18,970	1	4
PAYNE	724			2	12,933.00	1.00	12,933	1	3
PAYNE	724			2	20,674.00	1.00	20,674	1	4
PAYNE	724			2	20,674.00	1.00	20,674	1	4
PAYNE	724			3	17,819.00	1.00	17,819	1	4
PAYNE	724			3	13,829.00	1.00	13,829	1	4
PAYNE	724	2		3	17,970.00	1.00	18,970	1	4
PAYNE	724	4		4	16,683.00	1.00	16,683	1	4
PAYNE	724	2		4	18,970.00	1.00	18,970	1	4
PAYNE	724	4		4	15,311.00	1.00	15,311	1	4
PAYNE	724	0		5	21,420.00	1.00	21,420	1	4
PAYNE	724	7		5	18,970.00	1.00	18,970	1	4
PAYNE	724	5		5	13,946.00	1.00	13,946	1	4
PAYNE	724	4		5	15,946.00	1.00	15,946	1	4
PAYNE	724	2		6	16,621.00	1.00	16,621	1	4
					374,427.00	21.40	381,138		

Figure 1-34 School-by-School Resource Report

Section 2.3: The School Maintenance and Repair Report (Figure 1-35)

Figure 1-36 presents an overview of the tasks required to tabulate project maintenance and repair costs for FY 1976. None of the requested data except for basic plant descriptors were available in computer readable format. Utility costs for each building are maintained on an index card file. The projected cost for the year was derived by averaging utility costs for the months in which bills had been received and by projecting costs for the total school year. Records for repairs and improvements funded from the operating budget, both completed and proposed, are maintained in a DGS file by school building. This computer file is not currently available to the D.C. school system. However, Buildings and Grounds receives printouts of the file at the end of each month. The building codes used to record the data are different from those used by the D.C. school system. Authorized and completed repairs and improvements funded from the capital improvements budget are available from a review of past and current DGS budget line items and records of previous contracts. As noted in Section 1.2.3, capital improvement repairs and improvements included regularly scheduled maintenance such as painting and roofing as well as requests initiated by school principals. All of these files allocate costs to a single cost center. If several buildings share a heating or cooling system, formulas must be developed for allocating costs among cost centers.

This report does not include fuel costs. A project now underway has begun the manual tabulation and projection of fuel costs. In addition, formulas are being developed so that data can be presented in comparable units by type of fuel and square feet of building space.

This report is a significant example of the immense data collection and clerical effort needed to produce school based reports. A major limitation on the availability of this type of data is the number of weeks of effort needed to locate and tabulate data sorted in file cabinets throughout the school system and city government.

Figure 1-35

School/Building	Region	Date Constructed (1)	Permanent Capacity (2)	FTE FY 76 Enrollment (3)	Facility Salaries (4)	Est. Cost Utilities (5)	Completed Work Request (FY 75) R & I (6)	Roofs (7)	Window Guards (8)	Open Work Request R & I (9)	Roofs (10)	Window Guards (11)	Painting Program Scheduled FY 1976 (12)	Deferred (13)
Adams Elementary	2	1910	468	503	$ 68,475	$ 11,357	$ 514			$ 2,183		$ 8,890		$ 26,136
Aiton Elementary	3	1960	710	625	68,475	9,799	29,207			17,752				25,174
Americanization School (Wormley Building)		1884	...	1,086 a/	35,721	4,971	11,943							
Amidon Elementary	2	1960	514	374	68,475	34,266	7,812			25,394	$53,600			
Anacostia S.H.S.	1	1935	1,093	1,522	223,271	29,601	18,690		$ 232	20,552		15,370		109,516
Armstrong A.E.C.		1902		1,972 a/	168,074	22,166	27,904			7,248				48,400
Backus J.H.S.	6	1963	731	767	157,579	14,343	31,563			7,828				54,472
Ballou S.H.S.	1	1960	2,044	2,564	261,692	44,058	71,069			75,854		11,600		86,816
Bancroft Elementary	5	1924	538	630	88,633	7,514	23,401	$33,506		2,068				26,572
Banneker J.H.S.	5	1939	682	795	127,342	20,863	21,059			9,998				79,280
Barnard Elementary	5	1926	682	566	68,475	9,502	37,532			10,933				24,320
Beers Elementary	1	1942	738	672	78,554	17,834	20,690			3,609				34,180
Bell Voc. H.S.	5	1910	494	217	88,344	18,347	21,393	19,800		19,400		17,400		10,400
Benning Elem. & Annex	4	1883	344	373	51,324	3,852	7,198			1,916			$ 6,000	1,547
Birney Annex	1	1943	240	52	23,852	SEE BIRNEY E.	8,150			1,677		15,660		
Birney Elementary	1	1950	925	854	109,429	17,064	15,182	12,074		9,123				11,284
Blair A.B.E.	3	1884		227 a/	25,642	20,895	3,818			1,892				2,197
Blow Elementary	3	1969	744	577	68,475	22,413	18,293			14,034				28,732
Bowen Elementary	2	1930	470	442	79,192	25,763	24,387	19,625		9,861				9,347
Brent Elementary	2	1969	341	400	48,317	18,883	3,020	16,807		2,117				20,900
Brightwood Elementary	5	1926	484	607	56,213	1,372	9,462			18,706		1,160	5,000	
Brookland Elem. (New)	5	1974	692	710	91,954	29,004	...			7,000				12,100
Brookland Elem. (Old)	5	1891	267		26,634	2,750	12,209			6,712			47,000	
Browne J.H.S.	3	1932	1,235	1,424	133,190	33,289	20,435			30,487		290		28,002
Bruce-Monroe Elem.	5	1973	1,132	657	111,474	52,083	131,632			6,243				
Bruce Elementary	5	1898	REGION V OFFICE	...	36,713	6,124	29,115			14,286				
Bryan Elementary	4	1909	563	459	59,034	7,971	32,933			16,001				17,504
Buchanan Elementary	4	1895	419	306	59,034	8,606	42,998			10,059			145,000	7,423
Bundy Elementary	5	1936	403	249	48,317	8,796	6,051	4,460		3,358				20,988
Bunker Hill Elem.	5	1940	805	491	68,475	9,359	22,704			11,003			8,500	22,208
Burdick Voc. H.S.	5	1939	416	285	70,033	10,982	10,059	9,109		5,577		7,250		18,392
Burroughs Elementary	6	1922	746	577	59,034	9,182	13,805			3,100				28,116
Burrville Elementary	3	1912	433	391	58,396	7,858	8,518			4,391				7,878
Cardozo S.H.S.	5	1916	1,431	1,751	284,554	37,440	66,265	21,703		422,272		17,650	250,000	46,202

BASIC DATA — MAINTENANCE & REPAIR COSTS

A Page of the School Maintenance and Repair Report

Note: Footnotes defining data were included on the last page of this report.

Figure 1-36

Preparation of the School Maintenance and Repair Report

DATA ELEMENT	SOURCE FILE	DIVISION MAINTAINING FILE	CALCULATION REQUIRED
School building name	SHA	Bldgs/Grounds	
Region	SHA	B/G	
Date constructed	SHA	B/G	
Permanent capacity	SHA	B/G	
FTE FY1976 enrollment	Position Control File	Budget Office	
Faculty Salaries	Position Control File	Budget Office	projections based on salary for position grade and pay step
Estimated utility costs	Accounting Index Card File	Accounting Division	summarized from posted billings, all data estimated and/or average as utility bills for each building are received at irregular intervals
DOLLAR VALUE OF COMPLETED WORK (FY1975)			
Repairs and Improvements	Statement of Accounts	General Services	convert to D.C. cost center codes and summarize
Roofs	Major Roof Repair Projects 1969-74	GS	convert to....
Window guards	Statement of Accounts	GS	convert to....
DOLLAR VALUE OF OPEN WORK REQUESTS			
Repairs and Improvements	Statement of Accounts	GS	convert to....
Roofs	Major Roof Repair Projects 1969-74	GS	convert to....
Window guards	Statement of Accounts	GS	convert to....

Section 3: An Overview of the Barriers to School Based Reporting

The introduction to this section noted that most of the data required for school based accounting are routinely collected by the school administration. However, current data collection procedures make school level reporting a time consuming task for the responsible agency and for the school principals, special subject supervisors, Federal program officers, and regional superintendents who supply the data. Major problems include:

1. inaccurate or incomplete basic record files;

2. a position control and accounting code system which assigns staff and staff costs to a single cost center (even if a position provides services to more than one cost center);

3. key data elements (e.g., FTE Staff Assignments and Pupil Characteristics) are not routinely collected in a format that can be readily transformed into a computer readable format;

4. nonconcurrent data collecting and reporting periods;

5. staff assignment and cost data are not routinely accumulated for the school year;

6. existing data files are incompletely and/or inaccurately documented; and

7. the lack of uniformity of cost center and accounting codes among basic input files;

8. key data elements are not maintained or not transmitted to the Central Administration.

Section 3.1: Inaccurate or Incomplete Basic Record Files

Many of the basic record files now maintained by the D.C. school system are inaccurate or incomplete. This is especially true of the position control, personnel and payroll files. A recent attempt to merge these files found that over fifty percent of the D.C. school system's 11,000 employees were assigned inaccurate position or accounting codes and that

much of the personnel and payroll data were inaccurate or obsolete. The Budget Office has recently concluded a merge of the Position Control and Personnel Files. A merger and verification of the Position Control, Personnel and Payroll Files is to be completed by July. Successful completion of this project is an essential step in the development of a school based management information system.

Section 3.2: A Position Control and Accounting Code System Which Assigns Staff and Staff Costs to a Single Cost Center (Even If the Position Provides Services to More Than One Cost Center)

The previous section outlined the fiscal control system which is now underway in the district. This system will ensure only the merger of the Personnel and Payroll Files and allow ready access to desired information on incumbent characteristics and costs. This system is not designed to allocate costs among cost centers. Each position is listed only once on each of the Personnel Files. The cost center segment of the accounting code is assigned to the cost center responsible for completing the time and attendance payroll data. Allocation of positions to other cost centers requires collection of assignment data from an external data source such as the Membership Report - Form 19.

Section 3.3: Key Data Elements (e.g., FTE Staff Assignments and Pupil Characteristics) Are Not Routinely Collected in a Format That Can Be Readily Transformed into a Computer Readable Format

Because manual tabulations for all the schools is prohibitively time consuming, reports are prepared just once per year. Section 1.3 has shown that each of these forms is typed, often in free format, and submitted to Research and Evaluation. Each form requires coding of the cost center and possibly other items before the data can be keypunched or input into a data system through a terminal. The Membership Form 19, which is the major source of FTE staff assignment data, presents a particularly difficult coding problem as the form allows the individual school to select the order and the format in which the data are presented.

Section 3.4: Nonconcurrent Data Collection and Reporting Periods

Section 3.1 described the project now underway to integrate the control, personnel and payroll files. When this project is completed, an update to one file will be entered into

the two related files. Two major problems remain. These are:

- the inconsistency between schedules for collecting and updating payroll and the schedule for other data. Payroll updates take place on a bi-weekly or semi-monthly schedule whereas materials, supplies and services are posted to the cost center index card file at the time a bill is paid; and

- the nonconcurrence between membership and attendance reporting dates. Figure 1-19 in Section 1.3 displays the current data collection schedule. Point in time membership counts are collected on specified dates in the school year. Daily attendance is reported weekly. Weekly attendance is reported monthly. Each of these pupil counts may be used to calculate an average rate of membership or attendance for a school year. However, manual manipulation of data to reconcile reporting dates at any point in time is tedious, and likely to result in errors.

Section 3.5: Staff Assignment and Cost Data Are Not Routinely Accumulated for the School Year

As noted in Section 3.3, average daily membership is presently manually tabulated only once a year. Because the data are not maintained in computer readable form, more frequent school based reports are prohibitively time consuming. The payroll file suffers from a similar limitation. The payroll file for each pay period records only the payments for that period and calendar year. Cumulative expenditures for a school year can only be determined by creating a software system to read through all the payroll tapes for a school year, tabulate total payments, and allocate payments among cost centers.

Section 3.6: Existing Data Fields Are Incompletely or Inaccurately Documented

Much of the existing file documentation is incomplete or inaccurate. For example, the Personnel file has three separate codes all of which identify buildings - the organization code, the accounting code and a field called building code. Many of the errors in Equalization and Comparability reports of

previous years are the result of wrong guesses by Research and Evaluation, or computer staff, as to which of these codes represents the building receiving services. As noted in Section 1.2.1, for most itinerants, all of these codes are wrong.

Section 3.7: The Lack of Uniformity of Cost Center and Accounting Codes among Basic Input Files

There are major discrepancies between codes used by Buildings and Grounds, General Services and the D.C. School Accounting and Personnel System File. Before these files may be merged, a manual translation of the building code systems is required. As yet, membership data are not regularly transferred into machine readable form. It is not known whether the coding system designed for the special purpose data bases prepared for Comparability and Equalization use the accounting cost center school building code as the major building identifier.

Section 3.8: Key Data Elements that Are Not Maintained or Are Not Transmitted to the Central Administration

Existing data systems do not provide several key data items required for an assessment of school management. For example, substitute teachers can not be readily associated with the school buildings in which they serve. Each substitute holds a single position in the position control file. The current file structure does not allocate the position among school buildings. Similarly the Payroll file organization does link payment to service in any one school building. The Time and Attendance form used to calculate salary payments records only the hours worked during the pay period.

Staff or pupil mobility are also not captured by the existing data system. The Personnel file does not record the buildings to which an employee is assigned throughout his career in the school system. Pupil transfers are summarized before they are reported to Central administration. However, each school building generally maintains a log of all pupil transfers in and out of the school building. This log records the name, date and reason for withdrawal (or entry) and sending or receiving school.

Chapter II - Summary of the Proposed School Based Management Information System

This chapter is a general description of the proposed School Based Management Information System, written in non-technical terminology. Included in this chapter are the following sections:

1. A summary of improvements to be obtained from the proposed system;
2. An overview of the proposed system;
3. A summary of the impacts of the proposed system on the existing environment
   - "software" (computer programming) impacts;
   - organizational impacts;
   - operational impacts, and
   - development impacts and manpower requirements;
4. Expected limitations;
5. Detailed characteristics of the proposed system.

Section 1: A Summary of Improvements

In the previous chapter, specific objectives were delineated for a school based management information system, and the existing data system was described along with its inherent limitations. This section summarizes the improvements that the D.C. School Board can anticipate when a school based management information system is implemented. These are:

1. Substantial reduction in time and effort needed to produce a school level report using membership, attendance, personnel, payroll, budget, plant and supplies and services data.
2. Identification and elimination of redundant data collection especially at the school level.

3. Improvement in capacity to compare data from presently independent files such as membership and payroll.

4. Increased utility of reports through better formatting including full definition of each data element name, source, date and method of compilation (if relevant).

5. Greater assurance that comparability and equalization guidelines and any other resource allocations selected by the Board of Education are being used through regular (monthly) monitoring and verification of compliance prior to each staffing decision.

Section 2: Overview of the Proposed System

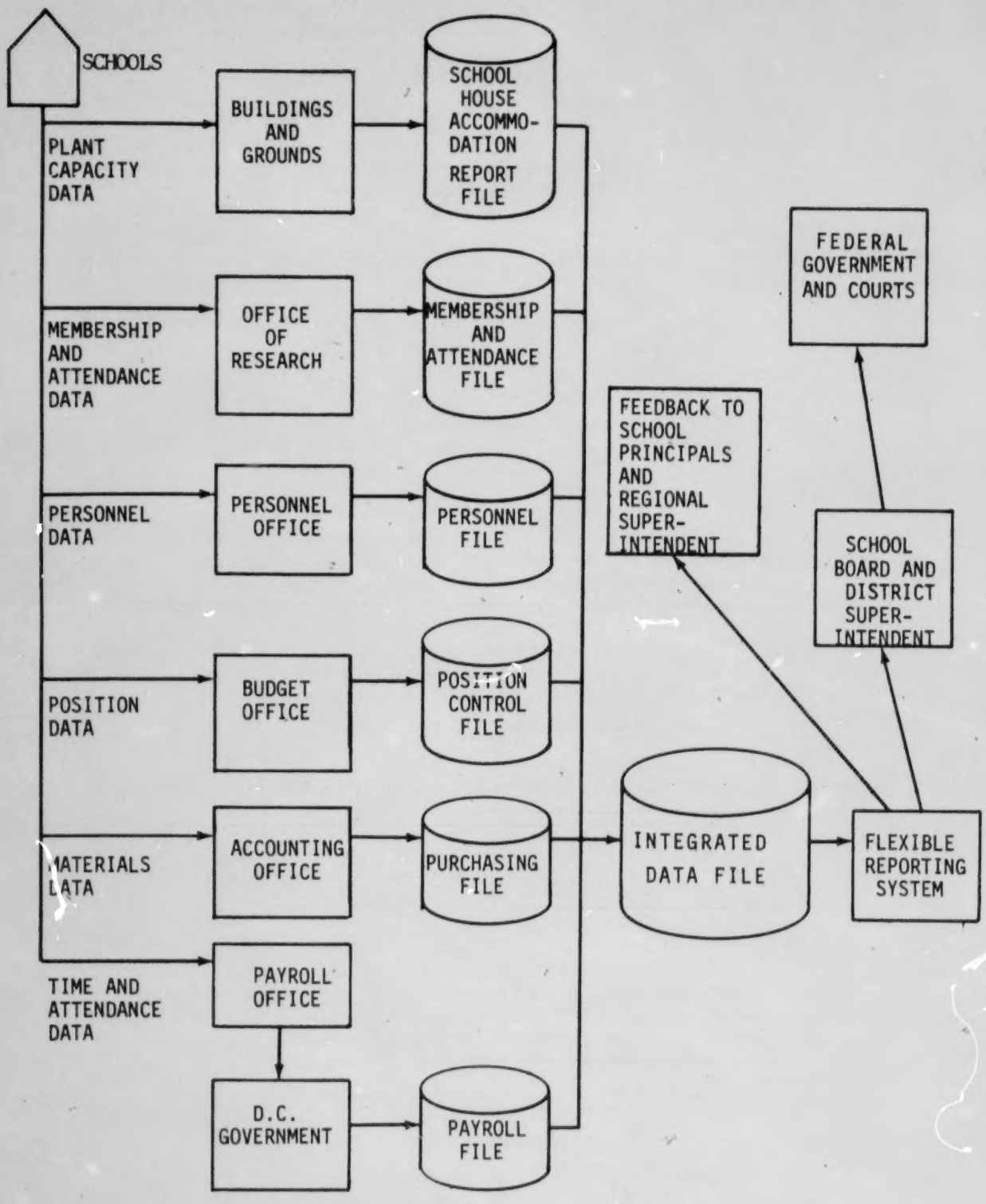
The proposed school based management information system is to be a facility which captures, in a simple integrated daily file, a preponderance of the pupil resource and plant data collected by the D.C. Schools and which facilitates report preparation using part or all of the data in this integrated data file.

The system is not designed to replace or modify significantly, any of the existing data systems maintained by the D.C. Schools. Rather, the new system will build upon these existing resources, bringing together key data collected by each of them in a readily accessible format.

On the following page is a diagram showing the data flow of the proposed system.

Figure 2-1: DATA FLOW OF

PROPOSED SCHOOL-BASED MANAGEMENT INFORMATION SYSTEM



Section 3: Summary of the Impacts of the Proposed System on the Existing Environment

Implementation of the proposed system will result in software, organizational, operational and developmental impacts. The following paragraphs describe the anticipated changes.

Section 3.1: Software Impacts

The critical issue in a computer software system is flexibility. Software is the term used by computer professionals to denote the computer programs which direct a computer's operations. Some software systems monitor and direct the process of all processing efforts within the computer. Others are specific computer programs which direct the computer to perform a specific task such as add or multiply a set of numbers.

Many software systems require a user to know a specific programming language. For example, traditionally, programming languages such as FORTRAN or COBOL can be organized in a series of statements to direct the computer to produce a report from a set of data. Because these programs must be prepared by someone trained in the special language, reporting requirements must be specified in advance or a programmer must be assigned to prepare each report.

The school-by-school reporting system proposed by the D.C. school system requires a more flexible system which can be manipulated by someone who does not have specialized knowledge of a complex computer language. The software system proposed is called a data base management system.* Once a data base has been prepared, the system allows an analyst to request a report by completing a series of logical or mathematical statements. The type of "higher order" software system is replacing traditional software systems in government and industry for the following reasons.

- An information system such as school-by-school reporting system is necessarily dynamic - requiring changes as the needs of the users shift. Traditional programming languages do not easily allow changes in reporting formats or quick development of new reporting capabilities. Data base management systems do allow such flexibility.

- Many data base management systems are so easy to use that no programming experience is required. Users who may have found the traditional approach frustratingly lengthy, often embrace the data base management system as a means of reducing dependence on an overworked programming staff.

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* Data base management system is a generic term for this type of software. Example of available system is MARK IV.

- Data base management systems force a healthy discipline on the data base preparation process including a requirement for good documentation of the files. With good documentation, files are accessible to many users and thus the need to generate redundant files is eliminated. This results in operational efficiency.

In addition to the data base management system, several special purpose programs (or modules) will be required to assist in the necessary management and resource allocation or in monitoring decisions. Examples of such programs include:

- a program which verifies that a staff acquisition by a particular school falls within district mandated resource allocation formulas including equalization and comparability - before the staff member is assigned to a school;

- a program that compares staff assignments or expenditure allotments with projected assignments and expenditures for the school year;

- a program which allows the Board or other D.C. agencies to assess the impact of alternative resource allocation formulas;

- a program which allows a school principal to assess the impact of alternative staff and resource monies possible within an allotted lump sum budget.

Section 3.2: Organizational Impacts

A system coordinator will be essential for effective operation of the school based management information system. This individual (or group) will be responsible for ensuring that all required data are in the integrated data base, that they are updated regularly, that reasonable levels of accuracy are being maintained and that users are getting full and rapid access to the data.

In addition to his/her major role in support of users of the school based management information system, the system coordinator will review the existing data systems to:

- select appropriate data elements for the integrated data base;

- report inconsistencies and errors among the various sources;

- recommend additions to the existing data systems to capture additional information;

- suggest changes in data collection schedules to make data more comparable;
- recommend changes in administrative procedures to increase accuracy.

An organizational structure will have to be worked out to ensure that the system coordinator's role will be effective without being disruptive.

Section 3.3: Operational Impacts

The new software and integrated data base will require a number of changes in the existing data collection system.

First, a regular procedure will be established for extracting update information for each of the individual data systems and for verifying the data and correcting errors.

Second, in those cases where data are not currently being transformed into computer readable form, procedures will have to be implemented to automate those data.

Third, data entry procedures for data now maintained in machine readable format will need to be overhauled. Section 2.2 noted that a major source of error in the Staff Resource Files, information from the Board Action (Form 1) forms, is entered into the Position Control, Personnel and Payroll files at three different times by three organization units. Errors due to this uncoordinated data entry procedure will be eliminated by entry of the Board Order information simultaneously to the integrated files.

Fourth, the Board Order and Membership Form 19 forms which list the full time equivalent allocation of itinerant positions must be captured by the data system. This can be done by coding and keypunching the multiple assignment data now contained on existing forms or redesigning the data collection procedure to allow direct input of this type of information through optical scanning or typing into computer terminal connected to the integrated data file.

Fifth, staff time and attendance sheets must be redesigned to capture the time spent at each school. This data collection system will be extremely important if the allocation of substitute teachers and other staff such as school psychologists who are on an "on call" basis are to be allocated to school buildings.

This school based information system and accompanying data retrieval and special purpose program components will support a number of organizational and administrative procedures including:

- regular school-by-school monitoring of compliance with equalization or comparability. Schools will have early warning that the dropping enrollment may mean a loss of staff at the next school term. This will allow ample time for review of the existing staff mixture and determination of the staffing changes that will have minimal impact on the quality of instruction provided to the remaining pupils. As important, schools who have gained pupils or have staff vacancies will have a clearer definition of the dollars and staff positions available. This will allow a longer lead time to search for the particular staff needed to complete the total instructional program desired by the school principal and parents.

- verification of compliance with current district resource allocation formulas (including the equalization and comparability guidelines) before new staff are added to a school. This type of program module would operate most like the existing position control system. A school principal would enter the position control number, accounting name, social security number, grade and pay step level for a proposed staff change and the position would be allotted to the school building. The program would then indicate if this staffing change met existing guidelines and the amount of full time equivalent staff and/or dollars which remained available to the school.

- experimentation with lump sum budgeting. This type of module would allow the school principal to determine the range in resource allocation patterns available to the school under existing D.C. school system resource allocation formulas. For example, the module might print out the total dollars available in the school by fund source and object (staff, materials). The principal would then simulate the effects of alternative staff mixes using the actual salary of existing staff and/or median salary for particular types of positions.

Section 3.4: Development Impacts and Manpower Requirements

A herculean effort will be required to implement the school based management information system. Most of the effort will be invested in bringing existing data bases together, altering data entry techniques for personnel and membership data, matching existing files and transforming into machine readable format, data not yet in computer readable form. Already many months of effort have been invested in a match of the personnel and position control files. A rough estimate of the manpower required for the entire data base building is five person years including the preparation of detailed data base accumulation and procedures for updating the integrated data base. In addition, data base management routines will have to be specified and written for standard reports such as equalization, comparability, maintenance expenditures, etc. An additional person year should be allocated for these tasks.

Section 4: Expected Limitations

The school based management information system is totally dependent on existing data collection and automation mechanisms that are under the control of the various departments. Whenever those divisions generate incorrect, late, or incomplete data, the management information system will be unable to generate accurate, timely complete reports.

An assessment of the current state of the existing data systems has led to the conclusion that data problems should be considered the rule rather than the exception. Only strong backing from the Superintendent and the Board of Education, together with adequate funding, can help ensure usable data for the new system.

A final word of caution is perhaps warranted. No matter how accurate, flexible, or dynamic a system is, the utility of the data will ultimately depend on the user's ability to defend the questions they wish the system to answer and to interpret the data output by the system. Many educational administrators are unaware of the impact of funding allocation decisions on the quality of educational services. This system will allow the user to examine alternatives within the budget and other organizational constraints (such as union contract clauses). However, many school administrators, particularly at the school building level, will need intensive training in resource management before they begin experimenting with lump sum budgeting.

Section 5: Detailed Characteristics

This section describes the function of the proposed school based management information system and gives examples of the types of reports that it is to produce.

Section 5.1: Specific Performance Requirements

The system will be designed to meet the following requirements:

1. Extract prior month's data from each of the following data systems within ten days after the end of each month:

   A. Position control system - all changes including new positions, authorized positions deleted, changes in grade level and other changes in status of any positions; also the social security number of the person filling each position

   B. Personnel system - all changes in individual characteristics such as grade level, educational level, leave status and others. Also, all characteristics for new staff members and any corrections to previously entered data

   C. Payroll system - total

   D. Membership and Attendance System - average daily membership and attendance are separate for elementary, secondary, special education, work study and part-time kindergarten students, for the prior month. (Alternatively, the system could use membership and attendance for a single day during the prior month.) Also numbers of entries and discharges and numbers of children participating in Title I programs and other special programs

E. School House Accommodation Report - any changes in plant capacity (due to repairs, closing of a school, new additions, etc.)

F. Fiscal System - total expenditures for each school for the following categories (during the prior month)

- textbooks
- teaching supplies
- library books
- audio-visual supplies
- maintenance
- fuel

2. Produce regular, monthly monitoring reports including (but not limited to) the following. These reports are to be produced by the fifteenth day following the end of each month.

A. Current Equalization Report

B. Cumulative Equalization Report

C. Current Comparability Report

D. Cumulative Comparability Report

E. Building Utilization and Attendance Report

F. Maintenance Expenditure Report

G. Staff Report

H. Materials and Supplies Expenditure Report

3. Produce, on request, specialized reports that display any data in the integrated data file, (e.g., dollars per pupil) sorted by cost center or by rank order according to some data value.

4. Verify whether comparability and equalization would be maintained if a set of staff changes were implemented. This verification will be accomplished within a day.

5. Generate alternative reports in which the counts of children in each school are modified to reflect demographic or academic performance characteristics of the student population.

Section 5.2: Reporting Formats

The design of a report format often determines the utility of the information. A fully self contained format is proposed. This type of format is called "self documenting" because each page of the report includes the report title, the name of the agency responsible for the report, and the name, definition, source and date of each reported data element. This type of format allows a report user to readily interpret or verify the report contents without making additional information demands on the agency responsible for report preparation. Figure 2-2 presents an example of a basic self documenting report format. This type of format has three components:

a. a title stating the purpose of the report, the agency developing the report and the date of preparation;

b. data element labels which identify each data element in ordinary language or standard abbreviations, and

c. comments at the top and/or bottom of each report page fully documenting the definition, source, date of collection and calculation (when applicable) of each data element.

Figure 2-3 includes two addition reporting features which draw or direct reader attention to relationships in the report data. These features are designed to allow a busy policy maker to scan the report and pick up data relationships of interest. These are:

- a sort order which presents the information in a sequence which facilitates user comprehension of the data relationships under study in the report. For many reports, the unit of interest may be all elementary schools or elementary schools of a certain enrollment size within each district.

Figure 2-2

SAMPLE REPORT FORMAT

Elementary Schools
Instructional Staff Summary Report
Prepared by: Research and Development
September 25, 1975

← TITLE

COMMENTS

District Average FTE Pupil/Instructional Staff Ratio: 27/1 (Funded from all sources)

District Average Instructional Staff Salary/Pupil Ratio: $769/1 (Funded from all sources)

DATA ELEMENT LABELS

School by Region and Enrollment Size	FTE Enrollment Pre-K, K-6*	FTE Instructional Staff, Funded From All Sources**	FTE Pupil/FTE Instructional Staff Ratio	Projected FTE Instructional Staff Salaries Funded From All Sources (benefits included)	Projected FTE Instructional Staff Salary/ FTE Pupil Ratio (benefits included)
Region I					
Charles	600	25	24/1	$435,600	$726/1
Baker	450	15	30/1	$359,100	$798/1
Adams	405	15	27/1	$311,850	$770/1
East	300	12	25/1	$225,600	$752/1

Note: Sample data used for illustration

COMMENTS

* Membership recorded on September 25, 1975. Children attending half day session are counted as 0.5 FTE.

** Instructional staff includes classroom teachers, special subject teachers, librarians, psychologists, social workers, guidance counselors, educational aides, speech teachers, principals, assistant principals, community coordinators. Fund sources include District Appropriations and Federal funds.

Figure 2-3

SAMPLE REPORT FORMAT

Elementary Schools
Instructional Staff Summary Report
Prepared by: Research and Development
September 25, 1975

District Average FTE Pupil/Instructional Staff Ratio: 27/1 (Funded from all sources)

District Average Instructional Staff Salary/Pupil Ratio: $769/1 (Funded from all sources)

SORT ORDER

School by Region and Enrollment Size	FTE Enrollment Pre-K, K-6*	FTE Instructional Staff, Funded From All Sources**	FTE Pupil/ FTE Instructional Staff Ratio	FLAG: FTE Pupil/ FTE Instructional Staff Ratio Higher Than District Average	Projected FTE Instructional Staff Salaries Funded From All Sources (benefits included)	Projected FTE Instructional Staff Salary/ FTE Pupil Ratio (benefits included)	FLAG: Projected FTE Instructional Staff Salary/ FTE Pupil Ratio Higher Than District Average
Region I							
Charles	600	25	24/1		$435,600	$726/1	
Baker	450	15	30/1	***	$359,100	$798/1	***
Adams	405	15	27/1		$311,850	$770/1	***
East	300	12	25/1		$225,600	$752/1	

(Sample data)

* Membership recorded on September 25, 1975. Children attending half day session are counted as 0.5 FTE.

** Instructional staff includes classroom teachers, special subject teachers, librarians, psychologists, social workers, guidance counselors, educational aides, speech teachers, principals, assistant principals, community coordinators. Fund sources include District Appropriations and Federal funds.

The sort order feature allows the analyst preparing the report to specify appropriate reporting sequence.

- data flags which use special symbols to bring data relationships to reader attention. For example, one or more columns of a report may be reserved for flags to denote schools with specific characteristics. If an asterisk or other special symbol appears in the column, the school has the characteristic of interest.

Additional suggested formats include:

Figure 2-4- A District Wide Equalization Report

Figure 2-5- A School-by-School Instructional Staff and Pupil Membership Report

Figure 2-6- A Special Subject Teacher Allocation Report

Figure 2-7- A School-by-School Utility and Fuel Cost Report

Figure 2-8- Material and Supplies Expenditure Report

Figure 2-4

Equalization Report

Prepared by Division of Research and Evaluation
November 16, 1976

School (by region)	FTE Enrollment. Pre-K, K-6*	Expenditures/Pupil** Amount	% Deviation From System Average	Present Expenditures for Teachers Salaries** Regular Classroom, Pre-K, K-6	Special Subject	Total	Schools Below 5% Compliance Guidelines	Schools Above 5% Compliance Guidelines

* FTE Enrollment from Membership Report October 16, 1976. A PRE-K or K pupil attending school half day session is counted .5 FTE.

** Staff Assignment from Membership Report 10/16/76. Expenditures are projected from 10/21/76 payroll (salary plus benefits). Projected expenditures for vacant positions were based on median salary plus benefits for position type and authorized grade.

Figure 2-5

Tom Jones School

Instructional Staff and Pupil Membership Report*

Prepared by: Research and Development
April 16, 1975

Data Source: School Summary File. Information current as of April 12, 1975

Classroom Teachers	Position Control Number	Fund Source	SSN	Title	Grades Pay Level	Pay Step	Race	Sex	Total Projected Base Salary	Total Projected Longevity Payments	Total Projected Benefits	FTE Assignment to School	% Base Salary Assigned to School	% Longevity Payments Assigned to School	% Benefits Assigned to School	Class Enrollment	
																Boys	Girls
Grade Level*																	
Ms. Jones																	
Ms. Beard																	
Spec.Subj.																	
Spec. Educ.																	
School Psychologist																	
Principal																	
Asst. Princ.																	
Secretarial																	
Teacher Aides																	

* If more than one grade, repeat listing for each grade span.

Figure 2-6

Elementary Schools

Reading and Math Specialists Allocation: By Funding Source

Prepared by: Research and Evaluation
October 1, 1975

Enrollment: Membership Report September 25, 1975

Staff Assignment: Membership Report September 25, 1975

School	FTE Enrollment PRE-K, K 6	FTE Classroom Teachers		FTE Reading Specialists Local Funds		FTE Reading Specialists Federal Funds	
		Number	Pupil/ Teacher Ratio	Number	Pupil/ Teacher Ratio	Number	Pupil/ Teacher Ratio
Total							
Region I							
Adams							
Baker							
Charles							

Figure 2-7

Projected Utility and Fuel Costs for School Year 1976-77

Prepared by: Budget
April 11, 1976

School by Type of Heating Fuel	Date of Construction	Capacity**** Pupil Station (includes demon. table)	No. of sq. ft.	FTE Enrollment Pre-K, K, 1-6*****	Projected Maintenance Staff Salaries*	Total** Projected Utilities Cost (gas and elec.)	Projected Utility Cost Per Pupil Station	Total Projected Heating/Cooling Fuel Costs***	Projected Heating/ Cooling Per Pupil Station	Projected Heating/ Cooling Fuel Costs Per Square Foot

* Cost Center Summary File: Information Current as of September 25, 1976. Staff currently assigned on formula including age and complexity of equipment. Projection includes benefits and regular step increases. Vacancies to be filled at lowest grade level.

** Gas and electric costs are projected from previous year billings plus 45% surcharge.

*** Fuel Cost projected on last year's fuel consumption at current price level.

**** Capacity defined in building inventory April, 1975.

***** Average Daily Membership School Year 1974-75.

Figure 2-8

Materials and Supplies Expenditure Report

Prepared by Accounting Division
November 21, 1975

MATERIALS AND SUPPLIES EXPENDITURES
Year to Date: , 197_

School Name	Cost Center	Total Materials and Supplies Expenditures	Per Student (Based on Average Membership)				
			Total Materials and Supplies	Textbooks	Teaching Materials	Library	Audio-visual equipment

Source: Fiscal File, October 21, 1975

Section 5.3: Data Characteristics

The foundation of the proposed school based management information system is the data base. This section describes the characteristics of the data structure to be employed.

Three levels of data have been identified for the system:

a. basic school level data: such as school name, capacity, demographic characteristics from the Census;

b. periodic school level data: such as expenditures for supplies, membership and attendance data;

c. detailed subschool level data: such as position and staff characteristics and pay received by each staff member.

The first two data types readily lend themselves to a simple data structure in which a single record is stored for each school for the one time school level data and an additional record is added for each school for each period for the periodic school level data. Using this structure, current period reports require only merger of the current periodic data record with the corresponding basic records. Because these records are constructed in a parallel fashion, this merger will not require any special programming or data verification tasks. Once this is accomplished, school level reports require only a simple data retrieval [illegible]siting program with minimal arithmetic.

Year to date reports using these two data sources are nearly as straightforward as current period reports. All periodic reports are summed (or averaged in the case of membership and attendance data) to create a "year to date" record in the same format as a periodic record. This "year to date" record can be used in place of the periodic record to produce school level reports.

Cumulative reports which require the creation and maintenance of an individual record for each position within the school system will be made available. This record will indicate the status of the position (absent or vacant) the individual holding the position and the costs associated with that individual (salary, fringe benefits).

An alternative method for preparing cumulative reports would be based on a school level basic record system. However, the system designers would have to preselect levels of aggregation for the stored data (e.g., categories of staff). Once the data were aggregated and stored, data users would be restricted to the data categories selected by the system designers.

Since summary data are unacceptable, individual records will need to be maintained for each position much as the current Position Control File is currently maintained. To the file will be added:

- updated personnel data;
- periodic payroll data.

Because positions shift among schools, and staff may be transferred among positions, position records will have to be maintained in order to capture historical personnel and payroll data and to attach that data to the appropriate school.

In sum, the data structure will have three levels:

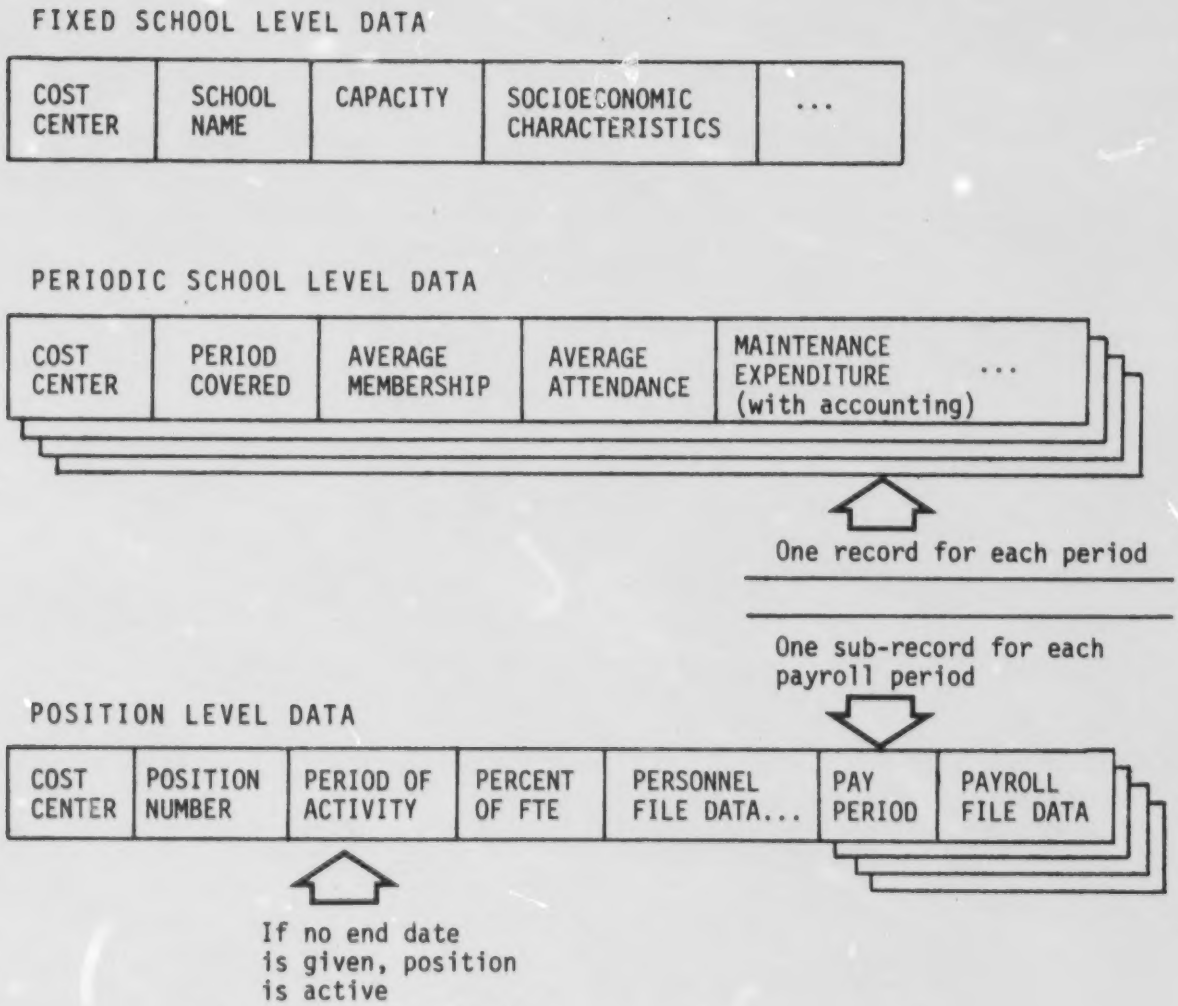
- fixed school level data;
- periodic school level data;
- position level data, both fixed and periodic.

A diagram of the data structure is shown in Figure 2-9.

Figure 2-9

STRUCTURE OF SCHOOL BASED MANAGEMENT

INFORMATION SYSTEM DATA BASE



A detailed list of suggested data elements is presented in the following table. The codes used in this table are:

PCF	=	Position Control file
BG	=	Buildings and Grounds (not a computer file)
SH	=	School House Accomodation file
P	=	Personnel
Payroll	=	Payroll
F	=	Fiscal file
GS	=	D.C. Order Status Report (from the Department of General Services)
B	=	Budget Division
P,R&E	=	Planning, Research and Evaluation
L	=	Logistics
DGS	=	Department of General Services

Fixed School Level Data

One Record Per Cost Center, e.g., School Building

Data Element Name	Data Element Source	Data Collection Agency
I. Plant Characteristics		
A. Cost Center Code	PCF	B
B. Cost Center Name	PCF	B
C. Region	PCF	B
D. Ward	BG	BG
E. Department	PCF	B
F. Capacity (of school)		
- no. of pupil stations	SH	BG
- no. of square feet	BG	BG
G. School Facilities		
- no. of rooms by function	SH	BG
H. Date of Construction	SH	BG
I. Type of Heating/Cooling System	BG	BG
J. Fuel Used for Heating/Cooling	BG	BG
K. Type of Food Service Available	BG	BG
II. Socio-economic characteristics of the School Attendance Area	Census and AFDC	P,R&E

Data Element Name	Data Element Source	Data Collection Agency
III. Annual Budgets for non-staff expenditure		
A. Electricity Budget		B
B. Heating fuel budget		B
C. Maintenance budget		B
D. Food service budget		B
E. Material & supplies budget		B
1. Textbooks		L
2. Consumable Supplies (e.g., pencils, pens and paper)		L
3. Other Supplies and Equipment (e.g., library books, audiovisual equipment)		L

Periodic School Level Data

Data Element Name	Data Element Source	Data Collection Agency
I. Cost Center Code Membership and Attendance Data		B
A. Period covered by membership and attendance data		
B. Average Daily Membership, by grade level, sex and race		
1. Full time	Form 19, or OCR 102	P,R&E
2. Part time	Form 19, or OCR 102	P,R&E
3. Special Education	Form 19, or OCR 102	P,R&E
4. Work Study	Form 19, or OCR 102	P,R&E
C. Average Daily Attendance, by grade level, sex		P,R&E
1. Full time	PRE 100	P,R&E
2. Part time	PRE 100	P,R&E
3. Special Education	PRE 100	P,R&E
4. Work Study	PRE 100	P,R&E
D. Number of new entries	Form 2	P,R&E
E. Number of Discharges	Form 2	P,R&E
II. Instructional Materials Costs		
A. Expenditures for textbooks	F	B
B. Expenditures for teaching supplies	F	B
C. Expenditures for library books	F	B
D. Expenditures for audio-visual equipment	F	B

Data Element Name	Data Element Source	Data Collection Agency
III. Other Costs		
A. Expenditures for electricity	F	B
B. Expenditures for heating fuel	F	B
C. Expenditures for maintenance (from operating budget)	DGS	BG

Position Level Data

One Record Per Full Time or Part Time Position Assigned to a Cost Center (e.g., School Building). This File will list cost center allocation of all positions listed on Position Control File.

Data Element Name	Sample Element	Data Element Source	Data Collection Agency
Teaching position	7 digit code	PCF	B
Grade level	elementary	PCF	B
Subject taught	teacher-reading	PCF	B
Accounting code (except 3 digit cost center)	19 digit code	PCF	B
Cost Center Code	100 (Adams School)	Form 19	R&D
Percent of time assigned to cost center	40	Form 19	R&D
Fund source	A-D.C. Appropriation	PCF	B
Position status	Filled	PCF	B
Position type	P-Permanent position (regular budget)	PCF	B
Position grade level	15-Teachers Salary Act	PCF	B
Pay step	01-Teachers Salary Act	PCF	B
Longevity in D.C. school system	Computed from total credable service in D.C. school system	Personnel	Personnel
Race	Other	Personnel	Personnel
Sex	Female (from title code 1=Mr., 2=Mrs., Miss or Ms.)	Personnel	Personnel
Degree level	c=Master's degree plus 30 credit hours	Personnel	Personnel
Data Position was authorized		PCF	B
Data Position was cancelled		PCF	B

Data Element Name	Sample Element	Data Element Source	Data Collection Agency
Pay period dates			
Salary for pay period	Dollar value current pay period	Payroll	Payroll
Benefits for current pay period	Dollar value current pay period	Payroll	Payroll
Longevity payments for pay period	Dollar value current pay period (calculated by referral to pay scale table)	Payroll	Payroll

Chapter III - Development Plan

This chapter outlines the steps necessary to implement the proposed school based management information system.

Step 1. Review this document throughout the management of the D.C. Public Schools and make modifications to ensure that it meets internal needs.

The staff developing this design document was guided substantially by input from educated lay persons, a few elementary level principals, and staff of the D.C. Schools Budget Division. A list of the questions that these persons feel that system must answer and a preliminary inventory of the required data are contained on pages A-1 to A-10.

Representatives of each of the other administrative divisions, as well as regional superintendents, should be invited to review and suggest revisions to the system design. The process should include distribution of the report with a request for written suggestions, followed by meetings to try to reach agreement on suggestions which can and will be incorporated. This process is essential to ensure that the divisions play an active role in supporting the system once it is being implemented.

Step 2. Systematically review the existing data systems to identify changes that should be implemented in parallel with development of the management information system.

The proposed system depends heavily on the accuracy, completeness and timeliness of data being gathered and maintained by the administration divisions of D.C. Schools. These systems, in some cases, will require upgrading in order to meet the requirements of the school based management information system.

Each existing relevant data file, both manual and automated should be reviewed to determine which data elements will be included in the integrated data base. Wherever data systems do not presently call for key entry and editing of data needed for the integrated date base, steps should be taken to begin the process of capturing and automating those data.

An example of the type of changes that will be required is collection and automation of FTE assignments for itinerant personnel.

The necessary steps are:

- collection of FTE assignment data from Membership Forms;

- coding of each person assigned to a school by position number, and FTE assignment. If a position is recorded at more than one school, a record for each FTE is assigned. For example, if a position is listed at three schools, three entries need to be made on a coding sheet with only two differences - cost center and FTE assignment to cost center. Two possible sources are the regional office and research and development office. In addition, special subject supervisors and the Federal program officer must be sent a list of vacant positions to determine if these positions are to be allocated to more than one school. Also entered on the coding sheets are pupil counts by sex, grade and class level;

- coding forms are keypunched (or scanned) and a position allocation file is created.

Step 3. Complete the process of verification and correction of the Position Control and Personnel Files.

Since personnel costs comprise the greatest portion of the D.C. School budget, accurate positions, personnel, and payroll dates are a first priority. The Budget Division has underway, a project to verify and correct the current personnel and position control files. This process should be completed. At the same time the review of the current Personnel data collection system (Step 2 above) will hopefully lead to suggestions that will eliminate most future file errors.

Step 4. Develop a Data Requirements document and schedule for bringing together data from each of the on-going data systems.

Based on the results of Step 2 and progress on Step 3, enough information should be available to establish procedures, priorities and timetables for acquiring and merging data from each independent system into the integrated data base. The Data Requirements document will include sections on

A. Modifications required in current-collection systems;

B. Sources and methods of collection for each type of data;

C. Transfer procedures.

Step 5. Develop Data Base Documentation

Data base documentation is needed to ensure that the acquired information is put in its proper place and that system users know where to find data once it is on the integrated data base. This document will include:

- labelling conventions - a set of accepted data element naming, definitions, coding and collection and verification procedures;
- data base organization - accepted procedures for storing data in computer acceptable files. This will include level of aggregation and sequence of records within a data file as well as placement of individual data items within a record.
- storage assignments - accepted procedures for storing and accessing data files and individual records and data items within each file.

Step 6. Select Data Management Software

Vendors of data management software should be requested to submit statements of how well their systems can meet the requirements of the school based management information system. Cost estimates for acquiring the software and operating the software should also be requested. A board of users and systems staff should review the proposal with user needs taking precedence where there is disagreement. Costs should be considered only to the extent that differences are significant, relative to the total cost of the project.

Step 7. Implement the data management software and build a current version of the integrated data base

In accordance with the schedule developed in Step 4, each source file in turn, should be acquired and merged into the integrated data base. During this process, verification and correction procedures will emerge as necessary steps. As part of this step, these verification and correction procedures should be designed, documented and fed back to the data source in the hope that less correction will be needed in the future.

Step 8. Design and Develop the Reporting Module

Each reporting module should be evaluated to determine whether script data management commands can be used or whether special purpose software should be written. Once that decision is made, program documentation should be written for each module and the module should be developed and tested.

The steps previously outlined, with their emphasis on thorough planning before programming begins, will help ensure that the new school based management information system is responsive to the varied needs of policy makers and interested lay persons at all levels of the D.C. School System.

APPENDIX

This appendix contains two sections:

- a list of questions that should be answered by a school based management information system (developed through interviews with members of the Board of Education, the D.C. School Administration, school principals, D.C. Citizens and project staff).

- a list of data items to be included in the management information system. Because of the complexity of the data base collection and integration list, a two phase process is suggested.

Section I - A Preliminary List of Questions That A School Based Management Information System Should Answer

A preliminary list of questions that should be answered by a school information system proposed for the D.C. school system is presented below. Accompanying each question is a list of the probable data elements required to answer each question.

1. What is the capacity of the individual school buildings?

   Data elements:

   I. number of rooms by function

   II. number of student spaces calculated according to a D.C.-specified pupil/teacher ratio

   III. elementary room types will include:

      A. classrooms

      B. auditoriums

      C. gymnasiums

      D. offices

      E. libraries, and

      F. nursing rooms

   IV. other schools will include the same room types as elementary, plus special function classrooms such as science laboratories

2. How are available rooms being used?

   Data elements:

   I. the percent of time each room type is allocated to each type of instructional or non-instructional service. For example:

      A. classroom teaching

B. special subject teaching (art or music)

C. nursing, and

D. administrative services

3. What are the characteristics of the teaching staff?

Data elements:

I. number of teachers by:

A. grade level (elementary, secondary)

B. functional classification:

1. grade level, if elementary regular classroom teacher*

2. subject, if elementary, special subject teacher

3. subject, if high school teacher

C. portion of time assigned to school

D. source of salary funds (budget)

E. longevity:

1. years of teaching experience

2. years of teaching experience in D.C. schools

3. years of teaching experience in school building

F. degree level

G. race, and

H. sex

II. dollars spent for teachers, by all categories above, plus:

---

* includes prekindergarten and kindergarten

A. longevity,

B. additional degree(s)

4. What other staff are available at each school?

Data elements:

I. number of persons and dollars

A. by level (elementary, secondary)

B. professional:

1. administrative

2. instructional

C. nonprofessional:

1. administrative

2. instructional

3. custodial

II. dollars spent for each staff category, plus

A. longevity, if relevant

B. additional degree(s), if relevant

5. How stable is the teaching staff?

Data elements:

I. number of days of absenteeism

II. number of substitute days

6. How many children are enrolled?

Data elements:

I. average daily membership by:

A. portion of school day assigned to school (full or part time)

B. classification:

1. grade level and year of school*

2. work study

3. special education (mainstreamed or sent out of traditional classroom)

II. average daily attendance by:

A. grade level or year of school*

B. work study

C. special education classroom

7. What special education services are offered?

Data elements:

I. number of requests for special education assessment (date)

II. assignments made (date):

A. none

B. other classroom

C. other building

D. mainstream with special classes

III. number of children receiving special education presently enrolled

A. mainstreamed

B. in special education classrooms

8. What is the mobility of students?

I. number of students added to membership in period (e.g., month)

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* includes prekindergarten and kindergarten

II. number of students deleted from membership in period (e.g., month)

9. What are the school feeder patterns?

Data elements:

I. number of students in each school who attended another school (by name) at end of previous school year

10. What is the socioeconomic status of the students in each school?

Data elements might include:

I. number of AFDC

II. percent Free Lunch

III. percent Title I children

IV. percent of families below the Orshansky Poverty Index Enrollment ratio (ADM/Population)

V. percent of children with pre-K experience

VI. average education level of males and females 25 years old and over

VII. average occupational level of males and females 16 years old and over

VIII. percent of people living in the same housing unit for at least the past ten years

IX. average number of people per housing unit

X. average family income

XI. percent of unemployed experienced males and females 16 years and over

XII. percent of families below the poverty level

11. How does achievement relate to educational expenditures?

Data elements might include:

I. number or percent of children scoring below a specified grade level

II. score on a standardized achievement test

12. What is the distribution of instructional materials?

Data elements:

I. for each of the following groups: textbooks, teaching supplies, and audio visual supplies:

A. amount of material ordered, by source of funds

B. amount of material received

C. average number of days from submission of order to receipt in school

II. inventory of on-hand equipment, by source of funds

13. What is the distribution of operating and maintenance expenditures?

Data elements:

expenses for:

A. heating

B. other utilities and

C. repairs and improvements (by type)

14. What is the distribution of bus trips?

Data elements:

I. number of bus trips

II. number of bus hours

15. What is the distribution of library resources?

Data elements:

I. count of books

II. number of books lost in period (e.g., year)

III. number of books replaced in period (e.g., year)

16. What is the distribution of food services?

Data elements:

food services available to each building

A. none

B. cold pack

C. on-site cafeteria, and

D. on-site cafeteria serving more than one school

17. How similar, or dissimilar, are the decentralized regions?

Data elements:

summary of the previous 15 elements for the regions

18. What is the relationship of the actual personnel resources of each building to the appropriated resources?

Data elements:

I. current school-by-school budget of positions and dollars

II. initial (beginning-of-year) budget of positions and dollars

III. dollars actually spent for staff in positions listed in numbers 3 and 4 above

Special Studies

The following questions merit further study through an expanded data collection effort but do not lend themselves to regular analysis through a data system.

1. What proportion of children in each building are repeaters?

2. What resources are made available to schools outside of the D.C. school system budget (such as parent contributions)?

   - student teachers;
   - special bus trips;
   - athletic equipment; and
   - other.

3. How many of the principal's requests for staff were filled as requested (by type of teacher)?

4. Are there schools which appear to have an unusually high rate of staff absenteeism? Where are substitutes generally employed? How long does a substitute generally stay at any one school?

5. What is known about the staff turnover rates in each school? Are some schools more stable than others? Which schools generally lose staff? Which schools receive requests for transfer applications?

6. What is known about student mobility? When children withdraw from a school, where do they go (e.g., to other D.C. schools, to schools outside the District, dropout from all formal schooling). Where do children transferring into the system come from?

Section II - A Data Item Inventory

This report has identified three categories of data items as building blocks for a school based management system: plant descriptors, resources, and pupil characteristics. A review of the specific data questions outlined in the previous section generated a second classification system which overlaps the original three categories. These are:

- Data items which measure school plant characteristics, resources, and pupil characteristics which require monitoring throughout the school year. For the most part these data items are collected by existing D.C. systems, and

- Data items which mean study and review on a school-by-school basis but do not lend themselves to regular analysis and reporting through a computerized data system.

Data Items to be Included in the School Management System Data Base

These data items are those required for responsive answers to the policy questions outlined in the previous sections. Most of these data are presently collected by the D.C. school system. However, current data collection procedures make school level reporting a time consuming and expensive task for the responsible agency, and the school principals, special subject supervisors, Federal program officers, and regional superintendents who supply the data.

A two phase data collection effort was proposed which builds upon this on-going file building and verification process. Figure A-1 displays the data to be collected for Phase I. These data items are readily available in existing data collection systems. Although major file integration tasks must be undertaken, no new data collection efforts are required.

Figure A-2 presents the data items to be included in Phase II. These data items are scheduled for inclusion in the file at a later date for one of two reasons: (1) major revision of the existing data collection system is required to collect or verify the data, (2) the data are not now maintained in machine readable form as allocated to specific cost entries.

Figure A-1

Data Requirements

Phase I

I. Plant Descriptors

A. School name

B. Region

C. Ward

D. Department (e.g., elementary, secondary)

E. Date of construction

F. Capacity (pupil stations)

G. Number of rooms by function

H. Type of heating/cooling

I. Fuel used for heating/cooling

J. Type of food service available

II. Resources

A. Staff

1. Number of Allocated Teaching Positions by:

   a. grade level (elementary, secondary)
   b. functional classification

      - specific grade taught
      - subject taught (mathematics, special education)

   c. portion of time assigned to school
   d. funding source of salary

2. Number and characteristics of teachers on site by:

   a. grade level (or Civil Service ranking)
   b. pay step (or Civil Service ranking)
   c. longevity in D.C. school system
   d. race
   e. sex
   f. degree level

3. Dollars budgeted and expended for teachers by categories listed above

4. Number of other allocated positions by:

   a. grade level (elementary, secondary)
   b. functional classification

      - professional (administrative or instructional by type of service)
      - nonprofessional (administrative, instructional or custodial by type of service)
      - position fund source

5. Number and characteristics of other staff on site

   a. grade level (or Civil Service ranking)
   b. pay step (or Civil Service ranking)
   c. longevity in D.C. school system
   d. degree level

6. Dollars budgeted and expended for other staff by categories listed above

7. Number and duration of staff vacancies by:

   a. grade level
   b. functional classification (both teaching and nonteaching)
   c. fund source
   d. portion of time position assigned to school

B. Materials and Supplies (textbooks, teaching supplies, library books and audio-visual supplies)

1. Dollars allocated

2. Dollars obligated

3. Dollars expended

III. Pupil Characteristics

A. Membership as of specified membership reporting dates

1. part day/full day

2. grade level

3. work study

4. special education

B. Average daily membership

C. Average daily attendance

D. Average number of entries and discharges by type

E. Numbers of special education

F. Numbers of children by type of program

IV. Plant Operation and Maintenance

A. Dollars allotted and expended for gas, electricty, fuel oil

B. Dollars allotted and expended for fuel for heating/cooling (not electric)

C. Dollars allotted and expended for repairs and improvements

Figure A-2

Phase II

I. Plant Descriptors

A. School name

B. Region

C. Ward

D. Department (e.g., elementary, secondary)

E. Date of construction

F. Capacity (pupils/stations)

G. Number of rooms by function

H. Type of heating/cooling

I. Fuel used for heating/cooling

J. Type of food service available

K. Percent utilization of rooms by function of room

L. Outstanding work requests (by type of repair, date of request)

II. Resources

A. Staff

1. Number of Allocated Teaching Positions by:

a. grade level (elementary, secondary)
b. functional classification

- specific grade taught
- subject taught (mathematics, special education)

c. portion of time assigned to school
d. funding source of salary

2. Number and characteristics of teachers on site by:

a. grade level (or Civil Service ranking)
b. pay step (or Civil Service ranking)
c. longevity in D.C. school system
d. race
e. sex
f. degree level

3. Dollars budgeted and expended for teachers by categories listed above

4. Number of other allocated positions by:

   a. grade level (elementary, secondary)
   b. functional classification

      - professional (administrative or instructional by type of service)
      - nonprofessional (administrative, instructional or custodial by type of service)
      - position fund source

5. Number and characteristics of other staff on site by:

   a. grade level (or Civil Service ranking)
   b. pay step (or Civil Service ranking)
   c. longevity in D.C. school system
   d. degree level

6. Dollars budgeted and expended for other staff by categories listed above

7. Number and duration of staff vacancies by:

   a. grade level
   b. functional classification (both teaching and nonteaching)
   c. fund source
   d. portion of time position assigned to school

8. Teaching staff stability

   a. number of days teachers absent
   b. number of days substitute present

9. Dollars expended for substitutes by:

   a. grade level (elementary, secondary)
   b. function

B. Materials and supplies (textbooks, teaching supplies, library books and audio-visual supplies)

1. Dollars allocated

2. Dollars obligated

3. Dollars expended
4. Date of supply orders
5. Date of receipt of supplies
6. Inventory of library books
   a. books lost
   b. books replaced

III. Pupil Characteristics

A. Membership as of specified membership reporting dates
   1. part day/full day
   2. grade level
   3. work study
   4. special education

B. Average daily membership by:
   1. part day/full day
   2. grade level
   3. work study
   4. special education

C. Average daily attendance by:
   1. part day/full day
   2. grade level
   3. work study
   4. special education

D. Special education screening and placement summary
   1. number of requests for screening tests
   2. date of requests

3. date of screening test

4. number of screened assigned to program by type of program

5. date of assignment

6. average duration of stay in program

E. Socio-economic characteristics

F. Numbers of children participating in Federal programs by type of program (e.g., Title I, Title III, Follow Thru)

Figure A-3 displays data items recommended for special study. Several of the issues identified required data that are not appropriate for input into the school information system. Much of the type of data is not presently collected by any department. Many of the data items are difficult to define in quantifiable terms or, if quantifiable, measurement procedures might be difficult to design and implement. In addition, many of these items would not change over a school year or years so development of an expensive and time consuming data system for maintenance and updating of the data is not warranted.

Figure A-3

Data Items for Special Study

	Data not presently collected	Data item difficult to define quantitatively	Data item difficult to measure	Data item does not vary greatly within school year(s)
A. Number of pupils repeating each grade	✓	✓	✓	
B. Resources available outside of the regular D.C. school system budget (such as parent contributions of dollars, services, or supplies)	✓	✓	✓	✓
• Number of student teachers (by sending school of education)	✓			✓
• Number of bus trips funded by parent/pupil contributions	✓			✓
• Type and quantity of athletic equipment	✓			✓
• Number of principal requests for staff unfilled (by type of staff)	✓ *	✓	✓	
C. Distribution of substitute teachers	✓			✓
D. Staff mobility	✓			✓
E. Student mobility				✓

* This data could perhaps be provided by comparing Principal Spring Budget Requests and Fall Staff Complement. However, changing enrollments could have resulted in changed perceived staffing requirements by the principal. This means a Fall staffing complement could vary drastically from Spring Budget Requests and meet Principal Requests for current year.